DOCUMENT RESUME

ED 034 954 AC 006 241

TITLE	Education and Training for Veterans; Hearings Before the Subcommittee on Veterans' Affairs of the Committee on Labor and Public Welfare, United States Senate, Ninety-first Congress, First Session. Part 1 and Part 2.
INSTITUTION	Senate Committee on Labor and Public Welfare, Washington, D.C.
PUB DATE	69
NOTE	470p.; 2v
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402
EDRS PRICE	EDRS Price MF-$1.75 HC Not Available from EDRS.
DESCRIPTORS	College Admission, *Committees, Community Colleges, Costs, Curriculum, Disadvantaged Groups, *Educational Legislation, Educational Needs, Enrollment, *Federal Legislation, Higher Education, *Legislators, Participation, Public Education, Statistical Data, Tuition, *Veterans Education, Vocational Education
IDENTIFIERS	*United States Senate

ABSTRACT

This report of Senate committee hearings on legislation to amend Title 38 of the United States Code concerning education and training for veterans contains testimony by senators, educators, and other interested parties, news releases and other background information, and the text of the nine proposed amendments. Such aspects as funding and costs, higher education admission and tuition, the role of community colleges in California and elsewhere, vocational and occupational training needs, provisions of the present G.I. Bill, and the need for expansion and extension of benefits for veterans of Vietnamese and other post Korean War service, are examined in detail. The document includes 49 tables. (ly)

ED034954

EDUCATION AND TRAINING FOR VETERANS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON VETERANS' AFFAIRS

OF THE

COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 338, S. 1088, S. 1998, S. 2036, S. 2361, S. 2506, S. 2668, S. 2700, and H.R. 6808

LEGISLATION TO AMEND TITLE 38 OF THE UNITED STATES CODE CONCERNING EDUCATION AND TRAINING FOR VETERANS

JUNE 24, 25, AND 26, 1969

Part 1

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Printed for the use of the Committee on Labor and Public Welfare

U.S. GOVERNMENT PRINTING OFFICE
32-660 O WASHINGTON : 1969

AC006241

COMMITTEE ON LABOR AND PUBLIC WELFARE

RALPH YARBOROUGH, Texas, *Chairman*

JENNINGS RANDOLPH, West Virginia
HARRISON A. WILLIAMS, Jr., New Jersey
CLAIBORNE PELL, Rhode Island
EDWARD M. KENNEDY, Massachusetts
GAYLORD NELSON, Wisconsin
THOMAS F. EAGLETON, Missouri
THOMAS F. EAGLETON, Missouri
ALAN CRANSTON, California
HAROLD E. HUGHES, Iowa

JACOB K. JAVITS, New York
WINSTON L. PROUTY, Vermont
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
RICHARD S. SCHWEIKER, Pennsylvania
HENRY BELLMON, Oklahoma
WILLIAM B. SAXBE, Ohio

ROBERT O. HARRIS, *Staff Director*
JOHN S. FORSYTHE, *General Counsel*
ROY H. MILLENSON, *Minority Staff Director*
EUGENE MITTELMAN, *Minority Counsel*

SUBCOMMITTEE ON VETERANS AFFAIRS

ALAN CRANSTON, California, *Chairman*

RALPH YARBOROUGH, Texas
JENNINGS RANDOLPH, West Virginia
WALTER F. MONDALE, Minnesota
HAROLD E. HUGHES, Iowa

RICHARD S. SCHWEIKER, Pennsylvania
PETER H. DOMINICK, Colorado
HENRY BELLMON, Oklahoma
WILLIAM B. SAXBE, Ohio

JONATHAN R. STEINBERG, *Counsel*
JOANN NEWMAN, *Minority Staff Member*

CONTENTS

Page
S. 338 ---- 2
  Departmental reports:
    Veterans' Administration ---- 11
    Bureau of the Budget ---- 14
S. 1998 ---- 17
  Departmental report:
    Veterans' Administration ---- 21
S. 2036 ---- 23
  Departmental report:
    Veterans' Administration ---- 25
S. 2361 ---- 26
  Departmental reports:
    Veterans' Administration ---- 30
    Bureau of the Budget ---- 31
H.R. 6808 ---- 32
  Departmental reports:
    Veterans' Administration ---- 39
    Bureau of the Budget ---- 40

CHRONOLOGICAL LIST OF WITNESSES

Tuesday, June 24, 1969

Johnson, Donald E., Administrator of Veterans' Affairs, Veterans' Administration, accompanied by Arthur W. Farmer, Chief Benefits Director; J. C. Peckarsky, Deputy Chief Benefits Director; Robert J. Dewey, Assistant Deputy Director, Compensation, Pension, and Education Service; Robert C. Fable, Jr., General Counsel; and A. T. Bronaugh, Assistant General Counsel ---- 62
Allen, Hon. James E., Jr., Assistant Secretary for Education, and U.S. Commissioner of Education, Department of Health, Education, and Welfare, accompanied by Albert L. Alford, Assistant Commissioner for Legislation ---- 93

Wednesday, June 25, 1969

Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts ---- 109
Javits, Jacob K., a U.S. Senator from the State of New York ---- 116
Stevens, Hon. Ted, a U.S. Senator from the State of Alaska ---- 118
Cannon, Joseph, acting director, veterans' affairs program, National Urban League ---- 118
Cooke, Dr. Paul, president, District of Columbia Teachers College; former national chairman, American Veterans Committee ---- 129
Stover, Francis W., director, National Legislative Service, Veterans of Foreign Wars; accompanied by Norman Jones, director, National Rehabilitation Service, Veterans of Foreign Wars ---- 136
White, Donald W., director, veterans accelerated urban learning training program (VAULT), Webster College, St. Louis, Mo ---- 146
Rossignuolo, Ralph J., national director of programs, AMVETS ---- 155
Dalbey, C. W., State supervisor of agricultural education, State department of public instruction, Des Moines, Iowa, representing American Vocational Association ---- 158
Johnson, Reuben L., legislative director, National Farmers Union, presenting the statement of Edwin Christianson, vice president, National Farmers Union and president of Minnesota Farmers Union ---- 164

Thursday, June 26, 1969

Page

Cox, William H., admissions director, veterans, Pennsylvania State Univerity; accompanied by Warren Haffner, associate director of academic services 169

Fowler, Jack, president, National Association of Collegiate Veterans, Inc., accompanied by Al Mayles, president, West Virginia University Veterans Club, Morgantown, W. Va 179

Mattingly, Charles E., assistant director, National Legislative Commission, and E. H. Golembieski, director, National Rehabilitation Commission, the American Legion 188

McPherran, Archie E., assistant chancellor for fiscal affairs, California Community Colleges 197

Flaherty, William J., assistant national director of legislation, Disabled American Veterans; accompanied by William Gardner, assistant director for legislative research 224

Bruksos, Ralph A., executive vice president, general manager, home office of Sales Training, Inc., Seattle, Wash 230

Perkins, Col. Robert F., U.S. Air Force, retired, formerly deputy base commander, RAF, Bentwaters, England, presently director of veterans, affairs, Strayer Junior College, Washington, D.C 237

STATEMENTS

Allen, Hon. James E., Jr., Assistant Secretary for Education, and U.S. Commissioner of Education, Department of Health, Education, and Welfare, accompanied by Albert L. Alford, Assistant Commissioner for Legislation 93

  Prepared statement 98

Bruksos, Ralph A., executive vice president, general manager, home Office of Sales Training, Inc., Seattle, Wash 230

  Prepared statement 231

Busbee, Marvin P., legislative director, National Association of State Approving Agencies, director, Division of Veterans Education, South Carolina State Department of Education, prepared statement 242

Cannon, Joseph, acting director, veterans' affairs program, National Urban League 118

Christianson, Edwin, president, Minnesota Farmers Union, prepared statement 164

Cooke, Dr. Paul, president, District of Columbia Teachers College; former national chairman, American Veterans Committee 129

Cox, William H., admissions director, veterans, Pennsylvania State University; accompanied by Warren Haffner, associate director of academic services 169

Dalbey, C. W., State supervisor of agricultural education, State Department of Public Instruction, Des Moines, Iowa, representing American Vocational Association 158

Dumke, Glenn S., California State College, prepared statement 247

Flaherty, William J., assistant national director of legislation, Disabled American Veterans; accompanied by William Gardner, assistant director for legislative research 224

Fowler, Jack, president, National Association of Collegiate Veterans, Inc., accompanied by Al Mayles, president, West Virginia University Veterans Club, Morgantown, W. Va 179

  Prepared statement 183

Javits, Hon. Jacob K., a U.S. Senator from the State of New York 116

Jewish War Veterans of the U.S.A., prepared statement 247

Johnson, Donald E., Administrator of Veterans' Affairs, Veterans' Administration, accompanied by Arthur W. Farmer, Chief Benefits Director; J. C. Peckarsky, Deputy Chief Benefits Director; Robert J. Dewey, Assistant Deputy Director, Compensation, Pension, and Education Service; Robert C. Fable, Jr., General Counsel; and A. T. Bronaugh, Assistant General Counsel 62

  Supplemental statement 74

Johnson, Reuben L., legislative director, National Farmers Union, presenting the statement of Edwin Christianson, vice president, National Farmers Union and president of Minnesota Farmers Union 164

Page
Kennedy, Hon. Edward M., a U.S. Senator from the State of Massachusetts ---- 109
McPherran, Archie E., assistant chancellor for fiscal affairs, California Community Colleges ---- 197
Mattingly, Charles E., assistant director, National Legislative Commission, and E. H. Golembieski, director, National Rehabilitation Commission, the American Legion ---- 188
Monroe, Robert E., deputy chief, policy and technical planning division, Aircraft Owners & Pilots Association, prepared statement ---- 248
Perkins, Col. Robert F., U.S. Air Force, retired, formerly deputy base commander, RAF, Bentwaters, England, presently director of veterans' affairs, Strayer Junior College, Washington, D.C ---- 237
Rossignuolo, Ralph J., national director of programs, AMVETS ---- 155
Scott, John W., master of the National Grange, prepared statement ---- 249
Stevens, Hon. Ted, a U.S. Senator from the State of Alaska ---- 118
Stewart, Lt. Robert G., U.S. Navy, prepared statement ---- 250
Stover, Francis W., director, National Legislative Service, Veterans of Foreign Wars; accompanied by Norman Jones, director, National Rehabilitation Service, Veterans of Foreign Wars ---- 136
White, Donald W., director, veterans accelerated urban learning training program (VAULT), Webster College, St. Louis, Mo ---- 146

ADDITIONAL INFORMATION

Articles, publications, etc.:

"GI Bill Fails To Attract Many Veterans of Vietnam," by William Greider, from the Washington (D.C.) Post, March 30, 1969 ---- 43
History of duplication problem ---- 65
"Vietnam GI Bill Has Gone Begging," by William Greider, from the Washington (D.C.) Post, June 1, 1969 ---- 45
"The VIPS Program" ---- 103
Legislative action proposed by National Urban League, Inc ---- 127
Information on National Center for College Admissions ---- 127
Cost of higher education ---- 143
Occupation-centered curriculums offered by California Community Colleges, fall, 1967 ---- 200

Communications to:

Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from:
  Smith, Lane Farr, Capt., USAF, MC, director, Aerospace Medicine, Malmstrom AFB, Montana, July 31, 1969 ---- 254
  Ulrich, Walter E., Jr. administrator, vocational and technical education, Utah State Board of Education, Salt Lake City, Utah, July 2, 1969 ---- 253
Cranston, Hon. Alan, a U.S. Senator from the State of California, from:
  Ballantyne, S. A., superintendent, Area Ten Community College, Cedar Rapids, Iowa, June 30, 1969 ---- 251
  Lagdameo, Ernesto V., Ambassador, Republic of the Philippines, Washington Embassy, D.C., September 3, 1969 ---- 241
  McKernan, Frank M., Director, Transition Program, Office of the Assistant Secretary of Defense, Washington, D.C., July 3, 1969 ---- 240
Dominick, Hon. Peter H., a U.S. Senator from the State of Colorado, from:
  Miller, Allen B., student services, and Steve J. Halpin, academic counselor, Denver Public Schools, Denver, Colo., June 24, 1969 ---- 61
  Wells, Guss C., coordinator, Colorado Carpenters Statewide Joint Apprenticeship Educational and Training Committee, Englewood, Calif., June 27, 1969 ---- 61

Memoranda from:

Department of Health, Education, and Welfare, Office of Education, re special services for disadvantaged students ---- 101
Department of Health, Education, and Welfare, Office of Education, re overlap program with S. 2361 ---- 105

Memorandum to:

Page
- Yarborough, Hon. Ralph, a U.S. Senator from the State of Texas, chairman, Senate Labor and Welfare Committee, from Education and Puplic Welfare Division, the Library of Congress, re educational allowances under the World War II and Korean conflict "GI Bills" and present equivalents, June 20, 1969 49

Reports:

- Duplication of benefits—A study of the problems involving the bar against the payment of educational assistance under two or more Federal programs as is contained in section 1781, title 38, United States Code, in conjunction with hearings on H.R. 6808, 91st Congress 66

Resolutions:

- American Legion, Department of Colorado 60

EDUCATION AND TRAINING FOR VETERANS

TUESDAY, JUNE 24, 1969

U.S. SENATE,
SUBCOMMITTEE ON VETERANS' AFFAIRS,
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10:15 a.m., pursuant to notice, in room 6202, New Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston (presiding), Yarborough, Schweiker, and Dominick.

Committee staff present: Robert O. Harris, staff director; Jonathan R. Steinberg, counsel; Phyllis Rock, professional staff member; and JoAnn Newman, minority staff member.

Senator CRANSTON. The committee will please come to order.

I will make a brief statement, and then members of the committee will be heard from. Then we will proceed with the first witness, who is Donald E. Johnson, Administrator of Veterans' Affairs.

Today the Senate Subcommittee on Veterans' Affairs begins 3 days of hearing testimony on legislation which would appreciably broaden and increase the benefits to veterans who wish to continue their education and training. We are considering four Senate bills and one bill which has already been passed by the House of Representatives.

The bills before us are S. 338, S. 1998, S. 2036, S. 2361, and H.R. 6808. The most far-reaching proposals before us are contained in S. 338 and S. 2361. Consequently, most of the testimony will probably be directed toward those bills.

I ask that the bills and any departmental reports received on them be printed in the record at this point.

(The material referred to follows.)

91st CONGRESS
1st Session

S. 338

IN THE SENATE OF THE UNITED STATES

January 16 (legislative day, January 10), 1969

Mr. Yarborough introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) subsection (a) of section 1677 of title 38, United States Code, is amended by striking out the material preceding clause (1), and inserting in lieu thereof the following:

"(a) The Administrator may approve the pursuit by an eligible veteran of flight training where such training is generally accepted as necessary for the attainment of a recognized vocational objective in the field of aviation or where

VII—O

generally accepted as ancillary to the pursuit of a vocational endeavor other than aviation, subject to the following conditions:".

(b) Section 1677 of such title is further amended by adding at the end thereof a new subsection as follows:

"(c) (1) In any case in which a veteran wishes to pursue a course in flight training under this section but does not possess a valid private pilot's license and has not satisfactorily completed the number of hours of flight instruction required for a private pilot's license, the Administrator is authorized to make a direct loan to such veteran to pursue the flight training required for a private pilot's license.

"(2) Loans made under this subsection may be made in any amount not exceeding $1,000 and shall bear interest at a rate determined by the Administrator, but not to exceed 6 per centum per annum.

"(3) Loans made under this section shall be repayable in equal monthly installments over a period of time not to exceed three years commencing upon the failure of the eligible veteran to enter upon a course of training under subsection (a) of this section within one year after completion of the requirements for or the obtaining of a private pilot's license; but up to 100 per centum of such loan (plus interest) may be canceled at the rate of 33⅓ per centum for each calendar year of service performed by the veteran in a recognized vocational field in aviation entered upon pursuant to training under subsection (a) hereof.

"(4) Loans made under this section shall be made upon such other terms and conditions as may be prescribed by the Administrator."

SEC. 2. (a) The table (prescribing educational assistance allowance rates for eligible veterans pursuing educational programs on half-time or more basis) contained in paragraph (1) of section 1682 (a) of title 38, United States Code, is amended to read as follows:

"Column I	Column II	Column III	Column IV	Column V
Type of program	No dependents	One dependent	Two dependents	More than two dependents
				The amount in column IV, plus the following for each dependent in excess of two:
Institutional:				
Full time	$190	$215	$235	$10
Three-quarter time	140	160	180	7
Half time	90	105	115	5
Cooperative	155	175	195	7".

SEC. 3. The amendments made by section 2 of this Act shall take effect on the first day of the second calendar month which begins after the date of the enactment of this Act.

91st CONGRESS
1st Session

S. 338

IN THE SENATE OF THE UNITED STATES

JUNE 24, 1969

Referred to the Committee on Labor and Public Welfare and ordered to be printed

---

AMENDMENTS

Intended to be proposed by Mr. YARBOROUGH (for himself and Mr. CRANSTON) to S. 338, a bill to amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections, viz:

On page 1, between lines 2 and 3, insert the following: That section 1504 (b) of title 38, United States Code, is amended to read as follows:

"(b) The subsistence allowance of a veteran-trainee is to be determined in accordance with the following table, and shall be the monthly amount shown in column II, III, or IV (whichever is applicable as determined by the veteran's dependency status) opposite the appropriate type of training as specified in column I:

“Column I	Column II	Column III	Column IV
Type of training	No dependents	One dependent	Two or more dependents
Institutional:			
Full time	$160	$219	$255
Three-quarter time	116	160	189
Half time	80	109	124
Institutional on-farm, apprentice or other on-job training:			
Full time	138	182	219

Where any full-time trainee has more than two dependents and is not eligible to receive additional compensation as provided by section 315 or section 355 (whichever is applicable) of this title, the subsistence allowance prescribed in column IV of the foregoing table shall be increased by an additional $7.30 per month for each dependent in excess of two.”

On page 1, line 3, strike out “That” and insert in lieu thereof “Sec. 2.”

On page 2, between lines 3 and 4 insert the following:

(b) the last sentence of subsection (b) of section 1677 of such title is amended by striking out "$130" and inserting in lieu thereof "$190".

On page 2, line 4, strike out "(b)" and insert in lieu thereof "(c)".

On page 3, line 6, strike out "Sec. 2" and insert in lieu thereof "Sec. 3".

On page 3, in the table between lines 10 and 11, strike out the figures appearing under "Column V" and insert in lieu thereof the following:

"$15
10
7
10".

On page 3, immediately above line 11, insert the following:

(b) Section 1682 (b) of title 38, United States Code, is amended by striking out "$130" and inserting in lieu thereof "$190".

(c) Section 1682 (c) (2) of such title is amended by striking out "$130" and inserting in lieu thereof "$190".

(d) The table (prescribing educational assistance allowance rates for eligible veterans pursuing a farm cooperative program) contained in paragraph (2) of section 1682 (d) of title 38, United States Code, is amended to read as follows:

“Column I	Column II	Column III	Column IV	Column V
Basis	No dependents	One dependent	Two dependents	More than two dependents
				The amount in Column IV, plus the following for each dependent in excess of two:
Full time	$153	$182	$211	$10
Three-quarter time	109	131	153	7
Half time	73	87	102	5.”;

(e) The table (prescribing educational assistance allowance rates for eligible veterans pursuing an apprenticeship or other on-job training) contained in section 1683 (b) of title 38, United States Code, is amended to read as follows:

“Periods of Training	No Dependents	One Dependent	Two or More Dependents
First 6 months	$116	$131	$146
Second 6 months	87	102	116
Third 6 months	58	73	87
Fourth and any succeeding 6-month periods	29	43	58.”

(f) Section 1732 (a) of title 38, United States Code, is amended to read as follows:

"(a) The educational assistance allowance on behalf of an eligible person who is pursuing a program of education consisting of institutional courses shall be computed at the rate of (1) $190 per month if pursued on a full-time basis, (2) $140 per month if pursued on a three-quarter time basis, and (3) $90 per month if pursued on a half-time basis."

(g) Section 1732 (b) of title 38, United States Code, is amended by striking out "$105" and inserting in lieu thereof "$155".

(h) Section 1742 (a) of title 38, United States Code, is amended to read as follows:

"(a) While the eligible person is enrolled in and pursuing a full-time course of special restorative training, the parent or guardian shall be entitled to receive on his behalf a special training allowance computed at the basic rate of $190 per month. If the charges for tuition and fees applicable to any such course are more than $59 per calendar month the basic monthly allowance may be increased by the amount that such charges exceed $59 a month, upon election by the parent or guardian of the eligible person to have such person's period of entitlement reduced by one day for each $6.20 that the special training allowance paid exceeds the basic monthly allowance."

On page 3, line 11, strike out "Sec. 3" and insert in lieu thereof "Sec. 4".

Amend the title so as to read: "A bill to amend section 1677 of title 38, United States Code, relating to flight training, and to amend chapters 31, 34, and 35 of title 38, United States Code, in order to increase the rates of vocational rehabilitation, educational assistance, and special training allowance paid to eligible veterans and persons under such chapters."

VETERANS ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS AFFAIRS,
Washington, D.C., April 28, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans Administration on S. 338, 91st Congress, a bill "To amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections."

The bill has three basic purposes—

1. it would permit payment of an educational assistance allowance for ancillary flight training;
2. it would authorize direct loans for flight training leading to a private pilot's license; and
3. it would increase the educational assistance allowance rates payable to eligible veterans pursuing school or college training on a half-time or more basis.

More specifically, section 1(a) of the bill would amend subsection (a) of section 1677 of title 38, United States Code, to extend advanced flight training assistance to eligible veterans who, although not interested in pursuing a career in commercial aviation as such, find that their ability to pilot an aircraft would expand their opportunities in earning a livelihood. The conditions of eligibility and entitlement wuold be the same as those applicable to flight training under the present law. The proposed extension of the flight training program is so closely related to the veteran's basic vocational objective that we believe it to be within the spirit of the readjustment concept underlying the program. Consequently, we would have no objection to the favorable consideration of this portion of the bill.

Section 1(b) of the bill would authorize the Administrator to make a loan to a veteran wishing to pursue a course of flight training but who lacks the private pilot's license and is not otherwise entitled to such license, in order that he might obtain the flight training required for a private pilot's license. Such loan would not exceed $1,000 and would bear interest not to exceed six per cent per annum. The amount of the loan would be repayable in equal monthly installments over a period of time not exceeding three years commencing upon the failure of the veteran to enter upon a course of flight instruction within one year after completing the requirements for or obtaining a private pilot's license. A third of the loan, plus interest, would be cancelled for each calendar year of service performed by the veteran in a recognized vocational field in aviation entered upon pursuant to the flight training received under this provision. The bill does not specify the condition under which the loan would be repaid by veterans who stop short of completion of their training or who do not promptly enter a vocational field in aviation upon completion of training.

The requirement of the current law that an eligible veteran may not receive the benefits of the post-Korean educational assistance program while pursuing flight training unless he has obtained a private pilot's license (or its equivalent) and the proposal in the bill that the Government lend him an amount up to $1,000 to assist him in acquiring the required private pilot's license must, we believe, be evaluated against the legislative history of this type of readjustment training.

Great latitude in the pursuit of flight and other types of training was permitted under the Servicemen's Readjustment Act of 1944 (the World War II GI bill). As the result of allegations of abuses in the program, Congress, in subsequent enactments, provided for the curtailment of flight training where it was determined to be avocational or recreational in character.

Following the start of the Korean conflict, interest developed in extending the benefits of the Servicemen's Readjustment Act of 1944 to the new group of veterans. In order to eliminate the abuses found to exist in that program from any future veterans readjustment program, a Select Committee of the House of Representatives was established to investigate the program under the World War II GI bill. The education provisions of the Veterans' Readjustment Assistance Act of 1952 (the Korean conflict GI bill) in many ways reflected the concern for actual and potential abuses which had been stated by the Select Committee. Among other things, more stringent restrictions were placed upon the pursuit of flight training by Korean conflict veterans.

The program enacted by Public Law 90–77 was far more generous than the one provided for Korean conflict veterans. Under the latter program, a subsistence allowance was payable computed at the rate of 75 per cent of the course costs for a flight course, with a veteran's eligibility charged with one day for each $1.25 in allowance paid to the veteran. Thus, an eligible veteran would exhaust his entire 36 months entitlement upon the payment of $1,350. Under the current law, on the other hand, in exhausting 36 months of entitlement at the rate of 90 per cent of the course costs and one month for each $130 paid, an eligible veteran would receive a total of $4,680.

The requirement that an eligible veteran may not receive the benefit of the GI education program while engaged in flight training unless he has obtained his private pilot's license (or its equivalent) has been very helpful in attracting those really interested in commercial flying and discouraging those interested only in avocational or recreational flying rather than a serious purpose.

According to our records, more than 27,000 veterans have already qualified to pursue flight training under the current law which has been in effect for approximately one and one-half years. This would seem to indicate that there has been no material inability of veterans of serious purpose to pursue a program of flight training because of financial problems. For these reasons, we recommend that the Committee withhold favorable action on the loan program for flight training as proposed in the bill.

Section 2 of the bill would increase monthly payments of educational assistance allowances for half-time or more training authorized under paragraph (1) of section 1682(a) of title 38. A comparison of the educational assistance rates contained in the present law, contrasted with the rates proposed in section 2 of the bill, follows:

CURRENT RATES

Col. I—Type of program	Col. II—No dependents	Col. III—1 dependent	Col. IV—2 dependents	Col. V—More than 2 dependents, the amount in Col. IV, plus the following for each dependent in excess of 2
Institutional:				
Full time	$130	$155	$175	$10
Three-quarter time	95	115	135	7
Half time	60	75	85	5
Cooperative	105	125	145	7

RATES PROPOSED IN S. 338

Col. I—Type of program	Col. II—No dependents	Col. III—1 dependent	Col. IV—2 dependents	Col. V—More than 2 dependents, the amount in Col. IV, plus the following for each dependent in excess of 2
Institutional:				
Full time	$190	$215	$235	$10
Three-quarter time	140	160	180	7
Half time	90	105	115	5
Cooperative	155	175	195	7

There would be no increase in the existing allowances for farm cooperative, apprenticeship or other on-job training, programs of less than half-time training, flight training, correspondence courses, education programs pursued while on active duty in the Armed Forces, or in the additional allowance for dependents in excess of two.

The present educational assistance program for veterans and servicemen was established by the Veterans Readjustment Benefits Act of 1966 (Public Law 89–358) and became effective June 1966. From its inception, this program, as was the case with respect to education under the Korean GI bill, has been intended to provide a partial, not full, subsidy to aid the veteran meet the cost of furthering his education. The original law set up a $100 monthly allowance for full-time institutional training, with proportionately smaller amounts for three-quarter and one-half time enrollments.

The rates of assistance for full-time training were increased by Public Law 90–77, effective October 1, 1967. The allowance for such training was increased from $100 to $130 monthly, representing a 30 per cent increase. The raise proposed in the bill, increasing the full-time rate from $130 to $190, would represent an increase of 90 per cent since the commencement of the original rate. In the past, determination of the level of assistance to be furnished has included consideration of economic factors, as reflected by the cost-of-living index. For the period June 1966 to January 1969, the cost-of-living index has increased from 112.6 to 124.6, or 10.65 per cent.

We believe that the existing educational assistance allowance rates represent a reasonable level of educational assistance and we cannot, therefore, recommend that your Committee take favorable action on this section of S. 338.

It is estimated that if the ancillary flight training provision of the bill were to be enacted, the first-year cost of direct benefits would be $490,000. If the loan proposal were to be enacted, the estimated first-year cost would be $10.9 million, of which $6.5 million would be in loans, and $4.4 million would be additional cost of direct benefits. The major cost of the bill would result from the increase in educational assistance rates. The first-year cost estimate would be $195 million. A detailed breakdown of these costs is set forth in the enclosed table.

In summary, while we favor the provision of the bill authorizing ancillary flight training, we cannot recommend favorable consideration of the other provisions of S. 338 by your Committee.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

W. J. DRIVER, *Administrator.*

COST ESTIMATE OF S. 338, 91ST CONGRESS

SECTION 1(a). ANCILLARY TRAINING

The provision for flight training which is ancillary to pursuit of a vocation other than aviation would have relatively little impact on the numbers of trainees otherwise expected. An estimate of cost relative to this provision is as follows:

Fiscal year	Additional trainees		Direct benefits cost
	Individuals	Monthly average	
1970	610	280	$490,000
1971	580	330	580,000
1972	470	300	530,000
1973	400	270	480,000
1974	360	250	440,000
5-year total			2,520,000

SECTION 1(b). LOANS FOR FLIGHT TRAINING

The amount of the loan is limited to $1,000. For purposes of this estimate, it is assumed that the cost of the loans will average $900. Our estimate of the increase in the number of flight trainees because of the availability of loans, the number of loans, the cost of loans, and the cost of the additional trainees is provided below:

Fiscal year	Additional trainees		Cost of direct benefits	Loans		Total cost, direct benefits and loans[1]
	Individuals	Monthly average		Number	Amount	
1970	4,300	2,500	$4,400,000	7,200	$6,500,000	$10,900,000
1971	7,100	4,300	7,500,000	6,400	5,800,000	13,300,000
1972	6,200	3,700	6,500,000	5,600	5,000,000	11,500,000
1973	5,300	3,200	5,600,000	4,800	4,300,000	9,900,000
1974	4,400	2,700	4,700,000	4,000	3,600,000	8,300,000
5-year total			28,700,000		25,200,000	53,900,000

[1] No allowance is made for reduction of cost through repayment of loans inasmuch as the loans represent cost in the year they occur; also, the forgiveness provision might result in nonrepayment of loans.

SECTION 2. INCREASE IN EDUCATIONAL ASSISTANCE RATES

An estimate of the monthly average trainees to be affected by the increased rates and the increase in the cost of direct benefits is provided below:

Fiscal year	Monthly average trainees		Increase in cost of direct benefits
	Total	Affected by S-338	
1970	565,000	327,000	$195,000,000
1971	601,000	340,000	203,000,000
1972	637,000	375,000	224,000,000
1973	654,000	394,000	235,000,000
1974	664,000	408,000	244,000,000
Total, 5 years			1,101,000,000

The above estimates assume that the date of enactment of the bill would approximate the beginning of fiscal year 1970.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 24, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I refer to your request for the views of the Bureau of the Budget on S. 338, a bill "To amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections."

The Bureau concurs generally in the views of the Veterans' Administration in the report which it is submitting to your Committee on S. 338. Accordingly, while we have no objection to favorable consideration of the proposed amendment of subsection (a) of section 1677 of title 38, which would authorized ancillary flight training assistance, we recommend against favorable action on the other provisions of the bill.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., July 3, 1969.

Hon. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for an estimate of the cost of Amendment No. 48, filed in the United States Senate on June 24, 1969, intended to be proposed by Mr. Yarborough (for himself and Mr. Cranston) to S. 338, 91st Congress, a bill "To amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections."

Enclosed are detailed estimates of cost for each of the next five fiscal years, based upon current projections of enrollment, for the three programs affected by the provisions of the Amendment (chapters 31, 34, and 35 of title 38, United States Code). The total estimate for each program is further divided into the type of training to be pursued.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

Enclosure.

COST ESTIMATE—S. 338, 91ST CONGRESS, AS PROPOSED TO BE AMENDED

[Dollar amounts in millions]

Fiscal year and type of training	Trainee estimate	Cost of increase in benefits
1970:		
Total	12,000	$12.3
Institutional	11,120	11.4
OJT	770	.8
IOF	110	.1
1971:		
Total	12,400	12.7
Institutional	11,490	11.8
OJT	790	.8
IOF	120	.1
1972:		
Total	12,500	12.8
Institutional	11,580	11.9
OJT	800	.8
IOF	120	.1
1973:		
Total	12,500	12.8
Institutional	11,580	11.9
OJT	800	.8
IOF	120	.1
1974:		
Total	12,500	12.8
Institutional	11,580	11.9
OJT	800	.8
IOF	120	.1
5-year total		63.4

CHAPTER 34

[Dollar amounts in millions]

Fiscal year and type of training	Trainee estimate	Cost of increase in benefits
1970:		
Total	565,000	$284.3
Institutional ½ time or more	327,000	205.4
OJT	50,000	19.9
Farm	400	.3
Institutional less than ½ time	41,000	2.4
Institutional ¼ time and correspondence	114,600	19.0
Flight	25,000	22.3
Servicemen	40,000	15.0
1971:		
Total	601,000	303.3
Institutional ½ time or more	340,000	217.0
OJT	56,000	22.2
Farm	700	.5
Institutional less than ½ time	16,000	3.8
Institutional ¼ time and correspondence	120,300	19.9
Flight	28,000	24.9
Servicemen	40,000	15.0
1972:		
Total	637,000	319.9
Institutional ½ time or more	375,000	235.2
OJT	56,000	22.2
Farm	1,000	.7
Institutional less than ½ time	17,000	4.0
Institutional ¼ time and correspondence	124,000	20.5
Flight	26,000	23.1
Servicemen	38,000	14.2
1973:		
Total	654,000	327.5
Institutional ½ time or more	394,000	244.9
OJT	56,000	22.2
Farm	1,000	.7
Institutional less than ½ time	18,000	4.2
Institution l ¼ time and correspondence	125,000	20.7
Flight	24,000	21.3
Servicemen	36,000	13.5
1974:		
Total	664,000	331.8
Institutional ½ time or more	408,000	251.8
OJT	56,000	22.2
Farm	1,000	.7
Institutional less than ½ time	18,000	4.2
Institutional ¼ time and correspondence	125,000	20.7
Flight	22,000	19.5
Servicemen	34,000	12.7
5-year total		1,566.8

CHAPTER 35

Fiscal year	Type of training	Trainee estimate	Cost of increase in benefits (in millions)
1970	Institutional	29,100	$26.8
1971	do	32,300	29.7
1972	do	29,000	26.7
1973	do	27,600	25.4
1974	do	26,300	24.2
	5-year total		132.8

91st CONGRESS
1st Session

S. 1998

IN THE SENATE OF THE UNITED STATES

April 29, 1969

Mr. Yarborough introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend section 1682 (d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program under such section.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1682 (d) of title 38, United States Code, is amended to read as follows:

"(d) (1) An eligible veteran shall be entitled to the benefits of this chapter while enrolled in a full-time 'farm cooperative' program which provides for institutional and on-farm training and which has been approved by the appropriate State approving agency in accordance with the provisions of this subsection.

"(2) The State approving agency may approve a farm cooperative training course when it satisfies the following requirements:

"(A) The course combines organized group instruction in agricultural and related subjects of at least two hundred hours per year (and of at least eight hours each month) at an educational institution, with supervised work experience on a farm or other agricultural establishment.

"(B) The eligible veteran will perform a part of such course on a farm or other agricultural establishment under his control.

"(C) The course is developed with due consideration to the size and character of the farm or other agricultural establishment on which the eligible veteran will receive his supervised work experience and to the need of such eligible veteran, in the type of farming for which he is training, for proficiency in planning, producing, marketing, farm mechanics, conservation of resources, food conservation, farm financing, farming management, and the keeping of farm and home accounts.

"(D) The eligible veteran will receive not less than one hundred hours of individual instruction per year, not less than fifty hours of which shall be on such farm or other agricultural establishment (with at least two visits by the instructor to such farm each month). Such individual instruction shall be given by the instructor responsible for the veteran's institutional instruction and shall include instruction and home-study assignments in the preparation of budgets, inventories, and statements showing the production, use on the farm, and sale of crops, livestock, and livestock products.

"(E) The eligible veteran will be assured of control of such farm or other agricultural establishment (whether by ownership, lease, management agreement, or other tenure arangement) until the completion of his course.

"(F) Such farm or other agricultural establishment shall be of a size and character which (i) will, together with the group-instruction part of the course, occupy the full time of the eligible veteran, (ii) will permit instruction in all aspects of the management of the farm or other agricultural establishment of the type for which the eligible veteran is being trained, and will provide the eligible veteran an opportunity to apply to the operation of his farm or other agricultural establishment the major portion of the farm practices taught in the group instruction part of the course, and (iii) will assure him a satisfactory income for a reasonable living under normal conditions at least by the end of his course.

"(G) Provision shall be made for certification by the institution and the veteran that the training offered does not repeat or duplicate training previously received by the veteran.

"(H) The institutional on-farm training meets such other fair and reasonable standards as may be established by the State approving agency."

SEC. 2. The amendments made by this Act shall become effective on the first day of the second calendar month following the month in which this Act is enacted; but any veteran enrolled in a farm cooperative course under section 1682 (d) of title 38, United States Code, prior to such effective date may continue in such course to the end of the current academic year under the same terms and conditions that were in effect prior to the effective date of the amendments made by this Act.

Veterans' Administration,
Office of the Administrator of Veterans Affairs,
Washington, D.C., June 24, 1969.

Hon. **Ralph Yarborough,**
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

Dear Mr. Chairman: This will respond to your request for a report by the Veterans Administration on S. 1998, 91st Congress, a bill "To amend section 1682 (d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program under such section."

This bill has as its purpose the revision of the present provisions of section 1682(d)(1) of title 38, United States Code, pertaining to the requirements for veterans pursuing full-time farm cooperative programs. In doing so, the measure would substitute language almost identical to that applicable to institutional on-farm training which was contained in the Korean GI bill.

Specifically, section 1 of the bill provides that an eligible veteran shall be entitled to benefits while enrolled in a full-time farm cooperative program which provides for institutional and on-farm training and which has received State agency approval. Approval by such State agency would be granted if the program meets the following requirements:

1. the course is to combine organized group instruction of at least 200 hours per year (and at least eight hours each month) at an educational institution, with supervised work experience on a farm or other agricultural establishments;
2. part of the course is to be performed on a farm or other agricultural establishment controlled by the veteran (through ownership, lease, management agreement, or other tenure arrangement) until the completion of his course;
3. the course shall be developed with due consideration to the size and character of the farm or other agricultural establishment and the need of the eligible veteran;
4. the eligible veteran must receive not less than 100 hours of individual instruction per year with not less than 50 hours to be given on the farm or establishment;
5. the farm or establishment must be of a size and character which will, together with group instruction, occupy the full time of the veteran, permit instruction in all aspects of farm management for which he is being trained, and assure him of a satisfactory income at least by the end of his course;
6. the instruction may not duplicate or repeat prior training received by the veteran; and
7. the training must meet such other fair and reasonable standards as the State approving agency may set.

Section 2 of the bill contains a savings provision under which veterans who are already enrolled in training under present law may continue in such courses to the end of the current academic year under the terms presently in effect.

It is estimated that enactment of S. 1998 would result in an additional first-year cost of $900,000, and a total 5-year cost of $9.3 million. A detailed estimate of the monthly average number of trainees and the additional cost for each of the first five years follows:

MONTHLY AVERAGE COOPERATIVE FARM TRAINEES

Fiscal year	Current prospects	Additional, S. 1998	Total	Additional cost
1970	400	500	900	$900,000
1971	700	800	1,500	1,400,000
1972	1,000	1,100	2,100	2,000,000
1973	1,000	1,400	2,400	2,500,000
1974	1,000	1,400	2,400	2,500,000
5-year total				9,300,000

Note: This estimate assumes that farm cooperative training under current provisions would not exceed the levels indicated under the column "Current prospects."

In the past, benefits were provided for World War II and Korean conflict veterans who were training in agricultural work. At the time the new GI bill was considered by Congress in the 89th Congress, however, no provision was made for any on-farm training. On the other hand, when the Veterans' Pension and Readjustment Assistance Act of 1967 (Public Law 90-77) was enacted, benefits were provided for those eligible veterans enrolled in an educational institution for a farm cooperative program consisting of institutional agricultural courses for a minimum of 12 hours per week. This program, in turn, was modified by the Congress in enacting Public Law 90-631 when it extended benefits for farm training on a three-quarter-time and half-time basis, as well as full-time, and also allowed the prescheduling of the required institutional courses to fall within 44 weeks of the year.

The effect of the substitution of the language of the Korean conflict GI bill institutional on-farm provisions for those of the current program would be to restrict farm training to those eligible veterans who have control of a farm of sufficient size to occupy their entire training together with the group instruction. I am informed that, under the precedents which were developed under the World War II and the Korean educational assistance program, this language means that a person pursuing institutional on-farm training must devote his entire time to such farm and could not engage in any outside activities to supplement his income. The immediate effect of this change would be to eliminate from the program veterans who, while engaged in agricultural pursuit, do not own or otherwise control a farm capable of providing for their subsistence. The bill does contain a savings provision permitting any person now in the current farm training program to continue in such course to the end of the academic year.

The subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but at this time is crucial to the welfare of our country. This is a matter of great concern to the President. On June 5 when he announced that he was nominating me to be Administrator of Veterans Affairs, he also announced the appointment of the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission. In addition to the specific orders given us to study the GI educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces, the President called upon this Committee to provide the answers to the following three major questions:

1. How can we help more veterans to benefit from existing programs?
2. How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?
3. How can we improve the over-all program of veterans benefits so that it meets the specific challenges of our society and the needs of the veteran?

At this time we are not prepared to recommend an amendment of the nature contained in S. 1998 which would return to the type of on-farm program provided for World War II and Korean conflict veterans. I anticipate that the President's Committee will study this matter. Accordingly, I recommend that your Committee defer consideration of S. 1998 until the President's Committee has had an opportunity to make its study and submit its recommendations.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

91st CONGRESS
1st Session

S. 2036

IN THE SENATE OF THE UNITED STATES

May 1, 1969

Mr. Dominick introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend chapter 34 of title 38, United States Code, in order to provide educational assistance to veterans attending elementary school.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection (c) of section 1652 of title 38, United States Code, is amended to read as follows:

"(c) The term 'educational institution' means any public or private elementary school, secondary school, vocational school, correspondence school, business school, junior college, teachers' college, college, normal school, professional school, university, or scientific or technical institution, or other institution furnishing education for adults."

II

SEC. 2. (a) Subsection (a) of section 1678 of title 38, United States Code, is amended by redesignating clauses (1) and (2) as clauses (2) and (3), and by inserting a new clause (1) as follows:

"(1) has not completed elementary school (or the equivalent thereof, as determined by the Administrator),".

(b) Such subsection is further amended by inserting "elementary or" immediately before "secondary school courses" in the except clause following the semicolon.

SEC. 3. (a) The amendments made by the first section of this Act shall become effective on the first day of the second calendar month following the month in which this Act is enacted.

(b) No benefits shall be paid as a result of the enactment of this Act for any period prior to the effective date of this Act.

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS AFFAIRS,
Washington, D.C., June 24, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans' Administration on S. 2036, 91st Congress, a bill "To amend chapter 34 of title 38, United States Code, in order to provide educational assistance to veterans attending elementary school."

S. 2036 has as its purpose the providing of assistance to those veterans who have not as yet completed the eighth grade.

More specifically, section 1 of S. 2036 would amend the definition of "educational institution" presently contained in section 1652(c) of title 38, United States Code, so as to include elementary schools as well as those other schools (secondary, vocational, correspondence, etc.) already included within that definition.

Section 2 proposes to amend section 1678 of title 38 to allow veterans who have not completed their elementary school education to attend such schools, receive educational assistance allowances during such attendance periods, and not have their educational entitlement charged with such periods of education.

Section 3 makes the changes provided in the bill effective the first day of the second calendar month following the month in which it is enacted and also bars payment of any benefits for any period prior to the effective date.

Although we have insufficient basis for an exact estimate of cost which might be incurred by this proposal, it appears reasonable to assume that this would be nominal.

The subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but at this time is crucial to the welfare of our country. This is a matter of great concern to the President. On June 5 when he announced that he was nominating me to be Administrator of Veterans Affairs, he also announced the appointment of the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission. In addition to the specific orders given us to study the GI educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces, the President called upon this Committee to provide the answers to the following three major questions:

1. How can we help more veterans to benefit from existing programs?
2. How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?
3. How can we improve the over-all program of veterans benefits so that it meets the specific challenges of our society and the needs of the veterans?

S. 2036 has as its purpose the aiding of returning veterans who had inadequate educational preparation. It would direct its attention to those veterans who have not completed their elementary school education and provides that they will receive an educaional assistance allowance while pursuing such course without charge to the veteran's entitlement. The proposal contained in this bill will certainly warrant most careful evaluation and it will be the subject of intensive study by the President's Committee. Accordingly, I recommend that your Committee defer consideration of S. 2036 until the President's Committee has had an opportunity to make its study and submit its recommendations.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

91st CONGRESS
1st Session

S. 2361

IN THE SENATE OF THE UNITED STATES

June 12, 1969

Mr. Kennedy (for himself, Mr. Cranston, and Mr. Yarborough) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend chapter 34 of title 38, United States Code, in order to provide special educational services to veterans.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 34 of title 38, United States Code, is amended by adding at the end thereof a new subchapter V as follows:

"Subchapter V—Educational Services for Veterans

"§ 1691. Purpose

"The purpose of this subchapter is to assist veterans with academic deficiencies to qualify for and pursue courses of higher education through the development of programs

★(Star Print)

for special counseling, tutorial or other educational services at institutions of higher education.

"§ 1692. Definitions

"For the purpose of this subchapter—

"(1) The term 'veteran with academic deficiencies' means an eligible veteran who by reason of deprived educational, cultural or economic background or physical handicap, is in need of services authorized under this subchapter to assist him to prepare for, initiate, continue, or resume his postsecondary education.

"(2) The term 'institution of higher education' means institution of higher education as defined in section 1201 (a) of the Higher Education Act of 1965.

"§ 1693. Services for veterans with academic deficiencies

"To meet the objectives of this subchapter, programs to be known as 'Educational Services for Veterans' shall be carried out through grants and contracts with institutions of higher education to enable such institutions to plan, develop, strengthen, improve, or conduct programs or projects to provide, among other things, counseling, tutorial, or other special educational services, including summer, preparatory, and accelerated programs for veterans with academic deficiencies. Educational Services for Veterans may include, but shall not be limited to—

"(1) programs to enable veterans to prepare and qualify for attendance at institutions of higher education;

"(2) programs of remedial assistance to veterans in regular attendance at institutions of higher education;

"(3) programs for accelerated and concentrated education of veterans at institutions of higher education;

"(4) programs for education of veterans extending beyond the usual period for completion of the course of study at a particular institution of higher education; and

"(5) programs to encourage and train veterans to pursue public service occupations to meet community needs.

"§ 1694. Administration of program

"The Administrator shall have responsibility for coordination and overall planning with respect to Educational Services for Veterans, and shall annually report to Congress on the program. The Administrator shall, jointly with the Commissioner of Education, prescribe regulations governing the administration of Educational Services for Veterans, including the review of applications and making of grants and contracts. The Commissioner shall, in accordance with those regulations and in coordination with the Administrator, have the function of reviewing applications and making grants and contracts. The Administrator shall have the function of providing information, advice, and assistance regarding the program to eligible veterans and servicemen being released, and of otherwise administering the program.

"§ 1695. Effect on other benefits

"No benefits received by any veteran under this subchapter shall in any way affect his eligibility or qualification for benefits under other provisions of this title or under other provisions of law.

"§ 1696. Authorization for appropriations

"There are authorized to be appropriated to carry out this subchapter $10,000,000 in the fiscal year ending June 30, 1970, and $30,000,000 in the fiscal year ending June 30, 1971."

SEC. 2. The table of sections at the beginning of chapter 34 of title 38, United States Code, is amended by adding at the end thereof the following:

"SUBCHAPTER V—EDUCATIONAL SERVICES FOR VETERANS

"1691. Purpose.
"1692. Definitions.
"1693. Services for veterans with academic deficiencies.
"1694. Administration of program.
"1695. Effect on other benefits.
"1696. Authorization for appropriations."

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D. C., June 24, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans' Administration on S. 2361, 91st Congress, a bill "To amend chapter 34 of title 38, United States Code, in order to provide special educational services to veterans."

S. 2361 has as its purpose the aiding of veterans who require assistance to pursue courses of higher education. This would be accomplished through the development of programs for special counseling, tutorial or other educational services at institutions of higher education.

Under the bill, the term "veteran with academic deficiences" would be defined to mean an eligible veteran who, by reason of deprived education, cultural or economic background or physical handicap, requires services to assist him to prepare for, initiate, continue, or resume his post-secondary education. The term "institution of higher education" used in the bill would include a wide range of post-secondary schools such as vocational schools, junior colleges, and four-year universities.

The objectives of the new program provided under S. 2361 call for a system of grants and contracts with institutions of higher education to enable them to plan, develop, strengthen, improve, or conduct programs or projects to provide such things as counseling, tutorial, or other special educational services, including summer, preparatory, and accelerated programs for those veterans with academic deficiencies. Such services would include, but not be limited to, programs (1) to enable these veterans to prepare and qualify for attendance at institutions of higher education; (2) of remedial aid to veterans in regular attendance at institutions of higher education; (3) for accelerated and concentrated education of those veterans; (4) allowing attendance extending beyond the usual period for completion of the course of study at a particular institution; and (5) which encourage and train veterans to pursue public service occupations to meet community needs.

Under the bill, the Administrator of Veterans Affairs would be responsible for coordination and overall planning, for reporting annually to Congress on the program, and for providing information, advice and assistance regarding the program to eligible veterans and servicemen being released. The Administrator would also, in conjunction with the Commissioner of Education, prescribe regulations governing the administration of the program, including review of applications and the making of grants and contracts. The Commissioner, in turn, in accordance with these regulations and in coordination with the Administrator, would review the applications and make the grants and contracts.

The measure specifically provides that any benefits which a veteran may receive under this program would not in any way affect his eligibility or qualification for any other Veterans Administration or other benefits to which he may otherwise be entitled. It also authorizes the appropriation of $10 million for the fiscal year ending June 30, 1970, and $30 million for the fiscal year ending June 30, 1971, for carrying out this new program.

The subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but at this time is crucial to the welfare of our country. This is a matter of great concern to the President. On June 5 when he announced that he was nominating me to be Administrator of Veterans Affairs, he also announced the appointment of the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission. In addition to the specific orders given us to study the GI educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces, the President called upon this Committee to provide the answers to the following three major questions:

1. How can we help more veterans to benefit from existing programs?
2. How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?
3. How can we improve the over-all program of veterans benefits so that it meets the specific challenges of our society and the needs of the veteran?

S. 2361 is directly related to the question of what additional steps we should take to make advanced education more readily available to those returning veterans who had inadequate educational preparation. The proposals contained in this bill will certainly warrant most careful evaluation and they will be the subject of intensive study by the President's Committee. Accordingly, I recommend take to make advanced education more readily available to those returning vettee has had an opportunity to make its study and submit its recommendations.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 30, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of June 17, 1969, for the views of the Bureau of the Budget on S. 2361, a bill "To amend chapter 34 of title 38, United States Code, in order to provide special educational services to veterans."

On June 5, 1969, the President appointed a Committee on the Vietnam Veteran to review broadly the ways in which returning Vietnam veterans can be encouraged to take advantage of programs designed to facilitate their readjustment to civilian life.

We recommend that your Committee defer consideration of S. 2361 until the President has had an opportunity to review the results of the study which his committee is undertaking.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

91st CONGRESS
1st Session

H. R. 6808

IN THE SENATE OF THE UNITED STATES

May 20, 1969

Read twice and referred to the Committee on Labor and Public Welfare

---

AN ACT

To amend section 1781 of title 38, United States Code, to eliminate the prohibition against receipt of certain Federal educational assistance benefits, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act shall be known as the "Veterans Educational Amendments of 1969".

Sec. 2. Chapter 34 of title 38, United States Code, is amended—

(a) by amending section 1673 (a) to read:

"(a) The Administrator shall not approve the enrollment of an eligible veteran in—

"(1) any (A) bartending course, or personality development course, or (B) any sales or sales management course which does not provide specialized training within a specific vocational field; or

"(2) any type of course which the Administrator finds to be avocational or recreational in character unless the veteran submits justification showing that the course will be of bona fide use in the pursuit of his present or contemplated business or occupation.";

(b) by inserting in section 1673 at the end thereof the following new subsection:

"(e) The Administrator shall not approve the enrollment of any eligible veteran in an apprentice or other on-the-job training program where he finds that by reason of prior training or experience such veteran is performing or is capable of performing the job operations of his objective at the same performance level as the journeyman in the occupation.";

(c) by deleting in section 1677 (a) (1) after the word "license" where it first appears the following: "or must have satisfactorily completed the number of hours of flight training instruction required for a private pilot's license,";

(d) by amending section 1681 (d) to read as follows:

"(d) No educational assistance allowance shall be paid to an eligible veteran enrolled in a course in an educational institution which does not lead to a standard college degree for any period until the Administrator shall have received—

"(1) from the eligible veteran a certification as to his actual attendance during such period or where the program is pursued by correspondence a certificate as to the number of lessons actually completed by the veteran and serviced by the institution, and

"(2) from the educational institution, a certification, or an endorsement on the veteran's certificate, that such veteran was enrolled in and pursuing a course of education during such period and, in the case of an institution furnishing education to a veteran exclusively by correspondence, a certificate, or an endorsement on the veteran's certificate, as to the number of lessons completed by the veteran and serviced by the institution,

except that the Administrator may pay an educational assistance allowance representing the initial payment of an enrollment period, not exceeding one full month, upon receipt of a certificate of enrollment."; and

(e) by amending section 1682 by adding at the end thereof the following new subsection:

"(e) If a program of education is pursued by an eligible veteran at an institution located in the Republic of the

Philippines, the educational assistance allowance computed for such veteran under this section shall be paid at a rate in Philippine pesos equivalent to $0.50 for each dollar."

SEC. 3. Chapter 35 of title 38, United States Code, is amended as follows:

(a) Section 1712 (a) (3) is amended by deleting the words "first occurs" immediately preceding "(A)" and inserting in lieu thereof "last occurs";

(b) Section 1712 is amended by inserting at the end thereof the following new subsection:

"(e) The term 'first finds' as used in this section means the effective date of the rating or date of notification to the veteran from whom eligibility is derived establishing a service-connected total disability permanent in nature, whichever is more advantageous to the eligible person.";

(c) Section 1723 (a) is amended to read as follows:

"(a) The Administrator shall not approve the enrollment of an eligible person in—

"(1) any (A) bartending course, or personality development course, or (B) any sales or sales management course which does not provide specialized training within a specific vocational field; or

"(2) any type of course which the Administrator finds to be avocational or recreational in character unless the eligible person submits justification showing that the course will be of bona fide use in the pursuit of his present or contemplated business or occupation."; and

(d) Section 1732 is amended by adding at the end thereof the following new subsection:

"(d) If a program of education is pursued by an eligible person at an institution located in the Republic of the Philippines, the educational assistance allowance computed for such person under this section shall be paid at a rate in Philippine pesos equivalent to $0.50 for each dollar."

SEC. 4. Chapter 36 of title 38, United States Code, is amended by inserting at the end of section 1772 thereof the following new subsection (c):

"(c) In the case of programs of apprenticeship where—

"(1) the standards have been approved by the Secretary of Labor pursuant to section 50a of title 29 as a national apprenticeship program for operation in more than one State, and

"(2) the training establishment is a carrier directly engaged in interstate commerce which provides such training in more than one State,

the Administrator shall act as a 'State approving agency' as such term is used in section 1683(a)(1) of this title and shall be responsible for the approval of all such programs."

SEC. 5. Chapter 36 of title 38, United States Code, is amended as follows:

(a) by deleting section 1781 of subchapter II in its entirety and inserting in lieu thereof the following:

"§ 1781. Limitations on educational assistance

"No educational allowance or special training allowance granted under chapter 34 or 35 of this title shall be paid to any eligible person (1) who is on active duty and is pursuing a course of education which is being paid for by the Armed Forces (or by the Department of Health, Education, and Welfare in the case of the Public Health Service); or (2) who is attending a course of education or training paid for under the Government Employees' Training Act and whose full salary is being paid to him while so training."; and

(b) by deleting in the table of sections at the beginning of such chapter the following:

"1781. Nonduplication of benefits."

and inserting in lieu thereof the following:

"1781. Limitations on educational assistance."

SEC. 6. Section 504 of the Act of October 15, 1968, entitled "An Act to amend the Public Health Service Act so as to extend and improve the provisions relating to regional medical programs, to extend the authorization of grants for health of migratory agricultural workers, to provide for specialized facilities for alcoholics and narcotic addicts, and for other purposes" is hereby repealed.

SEC. 7. Section 506 of the Act of October 16, 1968, entitled "An Act to amend the Higher Education Act of 1965, the National Defense Education Act of 1958, the National Vocational Student Loan Insurance Act of 1965, the Higher Education Facilities Act of 1963, and related Acts" is hereby repealed.

SEC. 8. The amendments made by section 2 (e) and 3 (d) of this Act shall apply with respect to monthly education assistance allowances paid under chapter 34 or 35 of title 38, United States Code, for months beginning the first day of the third month after the date of enactment of this Act.

Passed the House of Representatives May 19, 1969.

Attest: W. PAT JENNINGS,
Clerk.

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., June 24, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans Administration on H. R. 6808, 91st Congress, an Act "To amend section 1781 of title 38, United States Code, to eliminate the prohibition against receipt of certain Federal educational assistance benefits, and for other purposes."

The bill has as its purpose the amendment of various segments of title 38 dealing with educational benefits in order to improve the present programs.

More specifically, the bill would:

make authority of the Administrator to disapprove avocational and recreational course uniform in both chapters 34 and 35 of title 38;

prohibit approval of enrollment of an eligible veteran in apprentice or other on-job training where he is performing or capable of performing the job operation in essentially the same manner as the journeyman in that occupation;

permit initial payment of educational assistance allowance for below college level training upon receipt of certificate of enrollment from institution;

provide for payment to eligible veterans and persons receiving education or training in the Philippines to be at the rate in Philippine pesos equivalent to $0.50 for each dollar;

provide greater uniformity in periods of eligibility for eligible persons receiving benefits under chapter 35 of title 38;

provide for simplified method of approval for certain multi-state apprenticeship programs; and

liberalize the current nonduplication bar.

There is enclosed for the convenience of the Committee a detail section-by-section analysis of H. R. 6808, as passed by the House.

The subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but at this time is crucial to the welfare of our country. This is a matter of great concern to the President. On June 5 when he announced that he was nominating me to be Administrator of Veterans Affairs, he also announced the appointment of the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission. In addition to the specific orders given us to study the GI educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces, the President called upon this Committee to provide the answers to the following three major questions:

1. How can we help more veterans to benefit from existing programs?
2. How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?
3. How can we improve the over-all program of veterans benefits so that it meets the specific challenges of our society and the needs of the veteran?

For the most part, the provisions in H.R. 6808 are relatively minor and largely noncontroversial. The majority of them were recommended by the Veterans Administration in a report to the House Committee on Veterans' Affairs on March 25, 1969. The Committee, in reporting the bill to the House Floor for consideration, modified the original provision on avocational-recreational courses and added new provisions dealing with the multi-state apprenticeship program and the Philippine peso payment formula. None of these provisions, therefore, have been directly commented upon by the Veterans Administration. There are two provisions of this bill which do have major significance.

In commenting on the provision now contained in section 5 of H.R. 6808, a bill to amend section 1781 of title 38, so as to restrict the bar on the receipt of both educational assistance allowances under the GI bill and grants under some other Federal program to servicemen on active duty and full-time Federal civilian employees who are attending courses paid for by the Government, the

Veterans Administration, in its report to the House Committee on Veterans' Affairs stated:

"There is a need to rationalize the laws with respect to the circumstances under which a person may receive an educational assistance allowance under the veterans' or the dependents' programs. As indicated above, however, the problem to which this portion of section 4 of the bill is directed is extremely complex. We need to give it more study than has been possible to date and to look at both the equitable considerations and the program implications before we can be in a position to make a firm recommendation as to appropriate legislative changes. For example, under certain programs removal of the bar of section 1781 might result in unintended windfalls to individuals receiving adequate grants under other programs. We therefore cannot recommend enactment of this part of section 4 of the bill at this time."

Subsequently at the request of the House Committee on Veterans' Affairs, Mr. A. W. Farmer, the Chief Benefits Director, submitted a study on the question of nonduplication, a copy of which is enclosed. This problem will be considered by the President's Committee in its review of the entire field of GI educational benefits.

In the same bill, section 2(e) would provide that where a program of education is being pursued by an eligible veteran at an institution located in the Republic of the Philippines, the educational assistance allowance of such veteran shall be paid at the rate in Philippine pesos equivalent to $0.50 for each dollar. Section 3(d) makes the same changes with respect to the war orphans' and widows' educational assistance program. The Veterans Administration did not submit a report to the House Committee on Veterans' Affairs with respect to these provisions of H.R. 6808. We intend to conduct a special study and will furnish you our views in a supplementary report.

The principal cost of H.R. 6808 would result from the section of the bill liberalizing the nonduplication bar. The cost of this provision cannot be estimated with any degree of accuracy since it has proven to be exceedingly difficult to identify all of the programs affected. Upon the basis of those we can identify—the most significant of which is the MDTA program—our best estimate is that it would cost $3 million annually. This amount, however, would be offset to a degree by the savings ($1.35 million the first year and $8.2 million over the first five years) resulting from the enactment of the provision in the bill prescribing the peso formula with respect to the payment of educational assistance benefits to eligible veterans and persons who are training in the Philippines. All other sections of the bill would, it is anticipated, either not result in any additional costs or would bring about small savings.

Accordingly, in view of the foregoing, I recommend that your Committee defer consideration of H.R. 6808 until the President's Committee has had an opportunity to make its study and submit its recommendations.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 30, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of May 21, 1969, for the views of the Bureau of the Budget on H.R. 6808, a bill "To amend section 1781 of title 38, United States Code, to eliminate the prohibition against receipt of certain Federal educational assistance benefits, and for other purposes."

On June 5, 1969, the President appointed a Committee on the Vietnam Veteran to review broadly the ways in which returning Vietnam veterans can be encouraged to take advantage of programs designed to facilitate their readjustment to civilian life.

We recommend that your Committee defer consideration of H.R. 6808 until the President has had an opportunity to reveiw the results of the study which his committee is undertaking.

Sincerely yours,

Wilfred H. Rommel,
Assistant Director for Legislative Reference.

(Additional departmental comments on H.R. 6808 start on p. 254.)

(The text of the bills S. 1088, S. 2506, S. 2668, and S. 2700 appears in Part 2 of this hearing record.)

Senator **Cranston**. It has been recognized since the Revoluntionary War in this country that we as a nation owe a fundamental obligation to the men and women who have been called upon to make very many and great sacrifices in the Armed Forces. Hence, the bills before us today regarding the education and training programs for cold war veterans are deserving of our most careful scrutiny and deliberation.

I am today both proud and humble to be assuming the chairmanship of so important a subcommittee. As a freshman Senator, I feel fortunate indeed to have been accorded an opportunity so early in my term to participate directly and, hopefully, to provide effective leadership, in the legislative process as a subcommittee chairman.

I am also delighted to be joined on the subcommittee by four of my fellow freshmen: Senators Hughes, Schweiker, Bellmon, and Saxbe.

Serving with me on this subcommittee are two most distinguished past chairmen of it: Senator Ralph W. Yarborough, and Senator Jennings Randolph. Senator Yarborough, our most distinguished chairman of the full Labor and Public Welfare Committee, served as chairman of this subcommittee for more than 7 years—longer than any other such chairman since the time the subcommittee was created in 1946 by the then chairman of the Labor and Public Welfare Committee, the late Senator Robert A. Taft. From the time of the subcommittee's first chairman, Senator Wayne Morse, no Senator more than Chairman Yarborough has labored so mightily to insure that the Nation meets as fully and effectively as possible the full measure of its obligations to its veterans. His continuing dedication to this work has been shown by his sponsorship of major legislation in the Senate each year since relinquishing the chair of this subcommittee. This year is no exception as we turn to consideration of S. 338 and S. 1998.

S. 338 was introduced in January by Senator Yarborough, who has always recognized the great importance to our Nation that every citizen pursue the highest educational goal which he is capable of achieving. Through the years my distinguished colleague from Texas has sponsored numerous proposals to provide and expand the education and training allowances for our returning veterans and to revise such allowances periodically to meet the ever-increasing costs of living and education.

It was Senator Yarborough who introduced the cold war GI bill in 1959. It was he who guided the bill to its ultimate passage 3 years ago. It is a tribute to him that 23 of his colleagues, including seven Members of the minority, have joined him as cosponsors of S. 338.

This bill, with the amendment he and I are cosponsoring, which Senator Yarborough will introduce today, would substantially increase the rates of the educational assistance allowances and special training and subsistence allowances available to veterans and their dependents under several sections of the cold war GI bill, bringing these benefits closer to the actual cost of higher education today.

I wish to note at this point that a committee print of the bill with this amendment has been prepared and is now available.

S. 338 would authorize across-the-board increases of approximately 46 percent in the monthly educational assistance allowances to veterans pursuing a program of education of half-time or more.

It would also make approximately the same across-the-board increases in the vocational rehabilitation subsistence allowances, in the on-the-farm and the apprenticeship and other on-the-job programs, and in the war orphans and widows educational and training allowances.

Finally, the bill would extend the allowances for flight training to veterans to whom aviation is an important, although not solitary, aspect of their vocational goals and would authorize the Veterans' Administration to make loans of up to $1,000 to veterans who wish to undertake training in order to qualify for a private pilot's license.

I will not comment further on S. 338 because I understand that Senator Yarborough plans to speak on the need for that bill's provisions at the conclusion of my opening remarks.

S. 2361 proposes a new program of major significance. This bill was introduced by my most able colleague from Massachusetts, who was my predecessor as chairman of this subcommittee, Senator Edward M. Kennedy, and cosponsored by Senator Yarborough and myself.

S. 2361 would add a new section to the GI bill, the purpose of which, to use the language of the bill, is:

> to assist veterans with academic deficiencies to qualify for and pursue courses of higher education through the development of programs for special counseling, tutorial, or other educational services at institutions of higher education.

Specifically, the bill would authorize the establishment of programs to be known as "Educational Services for Veterans," to be administered jointly by the Administrator of Veterans Affairs and the Commissioner of Education, with an initial authorization of $40 million over the next 2 years. The new services available to veterans under this act would include programs enabling those who for one reason or another had to drop out of high school, or who did not perform well in their studies prior to entering the service, to resume their education at a nonprofit trade school or at the junior college or university level.

Senator Kennedy plans to testify before the subcommittee in further detail about S. 2361, so I will forgo further comment on it.

We also have before us today Senator Yarborough's bill, S. 1998, relating to the farm cooperative program; Senator Dominick's bill, S. 2036, to extend GI bill education benefits to veterans who wish to return to elementary schools; and H.R. 6808, a House-passed bill, making several changes in title 38 of the United States Code, principally one to narrow substantially the bar to veterans receiving GI bill education stipends at the same time they are receiving aid from another federally assisted education program.

In the hearings which begin today, we will have the opportunity of hearing about the particular problems of the American soldier returning from Vietnam. Typically, this young man will find that his contemporaries who did not serve in the Armed Forces have been able to go to college or vocational school and have therefore qualified for higher paying jobs.

The amendments to the GI bill contained in the proposals now under consideration would help the Vietnam veteran achieve a competitive position with his peers.

In this regard, there will be printed in the record at this point, without further comment on my part, two recent articles from the Washing Post by staff writer William Greider: of March 30, entitled "GI Bill Fails To Attract Many Veterans of Vietnam," and of June 1, entitled "Vietnam GI Bill Has Gone Begging."

(The articles referred to follow:)

[From the Washington (D.C.) Post, Mar. 30, 1969]

GI BILL FAILS TO ATTRACT MANY VETERANS OF VIETNAM

(By William Greider)

A generation ago, the GI Bill was the economic escalator for millions of American veterans, but today it is being used by only a handful of the men who need it most.

They are the young men who went off to the war in Vietnam without a high school education and with poor prospects as future wage earners. Now that they are coming home, most are passing up the veterans' benefits they earned—the Federal subsidies to finish their secondary education and to go on to college or vocational training.

At a time when other, more glamorous antipoverty programs are being cut to the bone, the GI Bill is virtually open-ended in funding because Congress is certain not to renege on its promises to veterans. Yet the program's potential as a weapon in the poverty war appears to be largely untapped.

About one-fifth of the 2.7 million Vietnam veterans discharged so far do not have a high school education—more than 500,000 of them. Their ranks include many black youths of big-city slums, who return from the war to resume their former status as high school dropouts.

But, according to an estimate by the Veterans Administration, only about 21,000 young men have taken advantage of the special high school subsidy enacted by Congress in 1967 as a sweetener. It pays a veteran a monthly allowance while he finishes high school without reducing his right to Government-financed college or vocational training.

LUKEWARM ON COLD WAR

Beyond this group with special problems, Vietnam veterans generally are not rushing back to school.

As of the first of the year, according to the VA, 521,000 had entered training—college, vocational schools or on-the-job programs. That is only 19 per cent of the eligible veterans—far below the participation after World War II, when 50 per cent of the veterans went to school under the GI Bill of that era, or after the Korean War, when 42 per cent participated.

"It is a tragedy," says Sen. Ralph Yarborough, one of the VA's most persistent critics. "We ought to have millions of these boys in school now."

Yarborough harbors a special grievance on the subject. For years he pushed a "cold war GI Bill" but was frustrated by either opposition or lukewarm endorsements from the VA and past administrations. Since the new GI Bill was enacted in 1966, the response has fallen far short of Yarborough's expectations and he blames the agency.

"The VA is not going to admit this," the Senator said, "but they're not doing anything to get these men into school. The reason they're not advertising it is to hold down their budget. They're doing everything they can to hold this down. The White House and the Bureau of the Budget ordered them to do it."

Officials of the Veterans Administration not only deny Yarborough's accusation but express no alarm over the current level of participation. In time, they predict, the Vietnam veterans will take part in GI Bill schooling at the same level as previous postwar groups did.

Most returning veterans, according to A. W. Farmer, the VA's benefits director, take some months to enroll in school, either waiting for a new semester to begin or taking a temporary job to raise some cash. A VA study that compared the Korean GI Bill with the current one demonstrated that participation after 18 months has been slightly higher this time, Farmer said.

"That is pure fakery," Yarborough replies. "That's false and they know it. The farther a man gets away from service, the less incentive he will have to go back to school."

The agency insists that, contrary to what the Senator says, it is doing more than ever before to make sure the returning veterans know what is available in "readjustment benefits." A VA team of ten works in Vietnam and others are stationed at the armed forces separation centers. The agency has "outreach centers" to contact men after they are home, especially the "educationally disadvantaged." In December, the VA began mailing a letter to each man at his home, describing the available programs and enclosing a return postcard.

These efforts have been crimped somewhat by the Government-wide lid on hiring new employes, Farmer acknowledged. The VA figures it devotes the equivalent of 90 men to its "outreach" program, which is not very many considering that 70,000 to 80,000 new veterans are coming home each month.

"I won't say there hasn't been a slowdown in processing applications because there has been," Farmer said. "It's deteriorated our service, but in my view, it has not kept anyone from enrolling.

COLLEGES ARE LESS HUNGRY

Other factors may also be dampening response to the program. For one thing, the $130 monthly for the single GI is not as attractive as the World War II benefits, especially considering the steep inflation of college costs in the last ten years.

In addition, the colleges and universities are not so hungry these days. After World War II, they were delighted to recruit veterans and many smaller institutions enjoyed rapid growth because of them. Today, most schools have a surplus of applicants. State universities that used to accept any high school graduate are now turning many away.

Yarborough and others have made an annual thing of pushing for more liberal benefits, with some success but without much encouragement from the VA. They will try again this year.

But the problem of reaching the former GI who is also a high school dropout is more complicated. The American Legion, among others, has found "it isn't the easiest thing in the world to do," according to Lloyd Wignall, the Legion's membership director.

"This is a group that doesn't answer a letter, that's hard to reach by telephone. Often the young man is hostile to going back to anything connected with the Government."

The Legion, Wignall said, has run into special problems establishing rapport with the Vietnam veterans, many of whom has a distaste for the war they fought in. "We've tried to tell our posts," Wignall said, "if you're going out to sell membership, talk about services. If it goes beyond that, they see us as part of the military."

The Legion has recruited about 150,000 of the Viet veterans as new members, less than 10 per cent of them. Critics suggest that the organization is more preoccupied with pensions and other benefits for older veterans.

The National Urban League has veterans' affairs workers who try to steer high school dropouts among the former GIs toward school.

One proposal to produce more recruiting activity is being drafted by Sen. Edward Kennedy, who wants to stimulate the interest of colleges and vocational schools. Kennedy would have Federal grants go to institutions to set up transitional programs for the homecoming veterans who need counselling and tutoring. The reasoning is that a high school dropout who is 22 or 23 and who has lived through the real shooting in Vietnam is not likely to go back to a seat in a high school classroom. If the colleges or vocational schools created sort of an Upward Bound program for veterans, presumably the institutions would take an interest in doing their own recruiting.

A LIMITED ROLE

The Veterans Administration views itself as having a limited role in luring these young men back to school.

"We find time and again," said Farmer, "that they fight this. They don't want to go to school. The least educated are the least motivated."

The VA has experimented, he said, with using social workers to help the veterans clear away personal obstacles to completing their education. The results have been "very heartening" but Farmer said the agency does not intend to expand that approach.

"We really haven't defined our mission as doing this," Farmer said. "If we communicate in terms that will make him understand what his rights are, that's about as far as we can go."

[From the Washington (D.C.) Post, June 1, 1969]

VIETNAM GI BILL HAS GONE BEGGING

(By William Greider)

The Federal subsidy being provided to Lewis A. Dailey of Chicago is the sort of thing which Congressmen turn into fiery speeches. As a kid, Dailey was a member of the Egyption Cobras, a street gang on Chicago's South Side. As a young man, he joined the Black Panthers. Then along comes one of those Federal programs and hires him to be a schoolteacher.

Before they rise in indignation, Congressmen should know something more about this particular Panther. He is a Marine veteran of Vietnam. He wears the Purple Heart, wounded three times.

Dailey and the Chicago school system got together partly because of his own ambition and partly because he ran across a small program designed to help Vietnam veterans make better use of the future.

While Dailey works as a teacher's aide at a vocational high school, he is also studying toward his own teacher's degree. The Federal Government helps in two ways. An annual salary of $3900 is provided by the Teacher Corps; his college costs are paid by the GI benefits which every veteran is entitled to receive. If it succeeds in converting a 19-year-old high school graduate with poor prospects into a teacher with professional credentials, the investment will be well spent.

Most veterans coming back from Vietnam do not get that kind of help. The most striking thing about the Teacher Corps' propgram is that it is a rare effort—and at this point a small one—to capitalize on the talent and potential of the returning vets. In turn, most veterans are not taking advantage of their GI education benefits—especially among the men who need it most.

The Veterans Administration blandly assures its congressional overseers that everything is going fine with the GI bill which Congress passed for Vietnam veterans. But the VA's own statistics tell a different story—fewer than 20 per cent of those who have come home so far have enrolled in school. More important, only a handful of the 500,000 vets who lack a high school education are taking advantage of the GI bill.

The VA explains that these guys just aren't "motivated," which in many cases is doubtless correct. But simultaneously the Federal Government is spending billions to change the lives of people in the same category, to educate the uneducated, to lift the poor out of poverty. If the VA is not concerned, the poverty-fighting agencies ought to be.

The Teacher Corps program for veterans is so small that its impact is slight when compared to the 80,000 veterans being discharged each month. It began under the Johnson Administration last fall as VIPS (Veterans in Public Service) with 200 men recruited to become teachers in the same tough city neighborhoods where they grew up (and returned after the war). Next year, the name will be changed and, if Congress appropriates the $10 million requested, it will accommodate about 1500 men.

Allen Lesser, the Office of Education official who directs VIPS, believes the veterans have special qualities which are assets for beginning teachers. Among other things, they don't get rattled by a bunch of yammering kids. In fact, Lesser said, the kids don't seem to yammer as much when the young vets are in charge. Many of them are teaching in elementary schools, the only men in schools run by women.

On the other hand, Teacher Corps officials have had to unscramble some of the personal problems which might discourage a young veteran on his own, without any money, from taking advantage of the GI bill. In many cases, the Government benefits simply didn't cover the cost of tuition, books and fees, not to mention living expenses. Some recruits found they couldn't collect their GI check until they are enrolled. The first Government check usually came six or eight weeks after classes start. Some of the VIPS men had to take part-time jobs in addition to their teaching and studies.

Beyond the bureaucratic snarls which the Teacher Corps helped these men untangle the important point about VIPS is that it takes two existing Government programs and couples them together to help the veterans. Lesser believes similar marriages could be arranged all over the Government.

For example, Lesser said, about 35,000 vets come home each year with some medical training from the service. Even veterans with nothing more than infantry training and little or no interest in going back to school are at a crucial time in their lives when Government aid might make a special impact.

The kind of arrangements which could provide this would require bureaucrats to rewrite their rules and, in some cases, Congress would have to put up more money. So far, little has been done.

Within the Nixon Administration, however, various people are stirring. Health, Education and Welfare Secretary Robert Finch, whose Department has many of the programs which could be tailored to veterans, has ordered a special inquiry into what is being done—or not done. The Bureau of the Budget recently formed an interdepartmental task force to look at the problem. Beyond the question of Government programs, the returning veterans could represent a significant contact point with the pool of young voters, a group which both political parties find hard to reach.

If these efforts come to anything, they will have to overcome a national disposition to forget about the Vietnam veterans, just as the Nation would like to blank out the war itself. Nobody held any parades when Lewis A. Dailey came home.

Senator CRANSTON. The subcommittee will certainly welcome testimony from the Administrator of Veterans' Affairs and all other witnesses on the point of view expressed by Mr. Greider.

Perhaps the subcommittee will wish to hold further hearings, for purposes of legislative oversight, on this subject.

It is hoped that the hearings we begin this morning will serve to enlighten this subcommittee, the Labor and Public Welfare Committee generally, and the Congress as a whole, as to the needs of our returning servicemen, so that we may most effectively fulfill our obligations under the GI bill to those who have served this country so faithfully and well in our Armed Forces.

Regardless of anyone's position on the Vietnam war, I think we can all agree that no less is due to those who are asked to serve and make sacrifices in the name of the many who remain at home.

At this point I would like to call upon the chairman of the full Committee, Senator Yarborough of Texas.

Senator YARBOROUGH. Thank you, Senator Cranston, and congratulations on your chairmanship of this subcommittee. I think it is a very important subcommittee.

We have over 25 million veterans in the United States, and the problems of theirs that come before this subcommittee make it worthy of your great energy and dedication and expertise and knowledge.

As you have stated, I served as chairman of this subcommittee for 7 years. I remained as chairman and declined to give it up in efforts to pass the cold war GI bill.

It took 8 years to pass it. I have been in the Senate 12 years. It was the longest, hardest fight of my service, because in those 8 years I had the opposition of the three Preseidents with whom I served, of every

Administrator of Veterans' Affairs, and, most of all, the Defense Department and the Bureau of the Budget.

I was pleased to see that President Nixon, when he appointed the new Administrator of Veterans' Affairs, said he would encourage returning GI's to take advantage of the bill.

Mr. Johnson, I didn't have a chance to see you before. I was out of town. I am glad to see you here today and to greet you.

Mr. Chairman, I pay tribute to you for your action in calling these hearings on legislation to make the education and training provisions of the GI bill more useful to the Nation's veterans. As the new chairman of one of our most important subcommittees, you have stepped in to correct a tragically inadequate use of education and training benefits to these young men.

After World War II, 50 percent of the eligible veterans made use of the college and vocational training available to them. There were 7,800,000 who went to school and took training out of the 15,614,000 eligible veterans, or 50 percent.

After the Korean conflict, 42 percent of the veterans made use of the GI training and education opportunities. There was 5,708,000 eligible veterans of the Korean conflict, and 2,391,000 took training under the bill.

Of cold war veterans who served after January 31, 1955, and were separated before August 5, 1964, 20 percent made use of education or training benefits.

Vietnam veterans separated from the Armed Forces after August 4, 1964, have used their benefits to the extent of 21 percent of those eligible. Of 3,020,000 eligible only 421,000 have taken training, or 21 percent.

Of course, this is a great loss to the American people that we are not having the percentage of veterans of the Korean conflict educated and trained as we had with the World War II veterans. People interested in education and in the professions have testified that more than 100,000 educated medical personnel came from the 7,800,000 who used the GI bill after World War II, 200,000 more engineers, and we have had testimony in the years I was chairman of this subcommittee, Mr. Chairman, that America is ahead in the education of scientists today in the world because of the millions of veterans who were educated under the GI bill.

We are wasting a national treasure here in not encouraging the veterans of the post-Korean period to go to school.

So we know that for reasons I hope these hearings will bring out, the Nation's young ex-servicemen are not taking advantage of one means of advancing their college education or improving their vocational skills in anything like the numbers who did after World War II and the Korean conflict.

I might point out one difference between World War II and the Korean conflict. After World War II, the veterans who came back were not prime school age, as were the veterans of the Korean conflict. Yet more went to school. Why?

The terms were more liberal. After the Korean conflict, they said they were going to tighten up the loopholes, and they had only 42 percent receiving benefits. They tightened up to the point of reducing its use by 8 percent.

Again, let me point out that the average veteran of the Korean conflict was a young man.

I served on the staff of an infantry division in World War II. We had men coming to Europe with less than an eighth-grade education, and with only 3 months of training. We scraped the bottom of the barrel. We were pushing the end of the war fast, before the Germans developed any more buzz bombs.

Many theories are advanced to explain the much lower use of the cold war GI bill. One is that the young men who are drafted now, or enlist, are those who lack the incentive and the means to attend college or they would not be in service. Hence, it is said they have less motivation than servicemen of World War II or Korea to get a college education.

What is neglected here is the point that if we do have an armed force with a lower education level than in earlier years, they need the GI bill the most. Here is an ideal means of helping these young men gain a better education when they get out. Here is a means of bringing high school, college, or vocational training to the very youths who need it most, and apparently could not get it any other way.

It should be a primary function of the Veterans' Administration to advise and inform these young men of the opportunity awaiting them through the GI bill. It should be a function of the Office of Education, of programs like Upward Bound and Talent Search, whose purpose it is to seek out promising youths and encourage them to seek more education, to stimulate more interest among discharged servicemen for using the GI bill.

A second reason advanced for less use of the GI bill is that of the low level of subsistence and related benefits, compared to the costs of living and of education. My bill, S. 338, and the amendment I have prepared for introduction today, are aimed at correcting this shortcoming of the GI bill.

S. 338 would increase the level of college education benefits by about 46 percent. Figures from the Office of Education indicate that the allowances presently in effect fall short by that percentage of paying the cost of education for the veteran attending the average school under the GI bill.

I do not think there is any doubt that a major reason for the wide use of the GI bill after World War II was the rate of allowances and payment of education costs included in that program.

The World War II GI bill had subsistence allowances and also paid tuition and fees directly to the institution where the veteran enrolled. Therefore, it is not possible to make a complete translation of 1944 allowances into 1969 prices and get a new rate of allowances for current veterans.

But at my request, the Library of Congress has tried to calculate increases in the cost of living, plus increases in the cost of education, and to obtain a reasonable comparison of benefits. Its study shows that if we compensated the present class of veterans in the same proportion as the 1944 law, we would pay the full-time institutional student with no dependents $174, and with one dependent $226. In 1948, an additional allowance was made for two dependents.

If we made the rates comparable to those prevailing in 1952 for Korean veterans, we would pay the full-time institutional student with no dependents $179, with one dependent $213, and with two dependents $247.

I ask to have this memorandum, Mr. Chairman, from the Library of Congress, printed at the conclusion of my remarks. It is a very valuable and comprehensive memorandum, a study in economics from the year 1944, World War II, when that GI bill became effective, the current dollars and the dollars of those periods. It is a very interesting economic comparison.

Senator DOMINICK. I certainly hope the chairman will permit that in the record, because it clearly shows the inflation problem over the years.

Senator CRANSTON. The chairman certainly will, and does.

(The memorandum referred to follows:)

MEMORANDUM TO SENATOR RALPH YARBOROUGH, CHAIRMAN, SENATE LABOR AND PUBLIC WELFARE, FROM EDUCATION AND PUBLIC WELFARE DIVISION, THE LIBRARY OF CONGRESS, RE EDUCATIONAL ALLOWANCES UNDER THE WORLD WAR II AND KOREAN CONFLICT "GI BILLS" AND PRESENT EQUIVALENTS, JUNE 20, 1969

This is in response to your request of June 12, 1969, for a comparison of the rates of educational allowances presently payable to veterans and their dependents under the "GI Bill" with the rates payable under the World War II and Korean Conflict programs. Within the time limits of your request we have attempted to show present-day equivalents of the rates established under the 1944 and 1952 acts in the light of increases in the cost-of-living generally and also in the light of increased costs of higher education.

Even apart from the limitations of time, however, there are several factors—such as the lack of exact comparability among the provisions of the various "GI Bills" and the scarcity of statistics on increases in educational costs—which make it necessary to consider any conclusions as approximations. As far as possible we have tried to point out the assumptions we have made together with any other limitations on the data and conclusions presented. Throughout the memorandum amounts used represent the allowances for full-time attendance in an institutional program of education.

The most frequently used measure of the cost-of-living is the Consumer Price Index compiled by the Bureau of Labor Statistics. Table I shows the increases which have taken place in the cost-of-living as measured by that index in the years since the enactment of the World War II, Korean Conflict, and Post-Korean "GI Bills" (1944, 1952, 1966).

TABLE I.—INCREASES IN THE COST OF LIVING AS MEASURED BY THE CONSUMER PRICE INDEX

Year	Consumer Price Index 1957–59=100[1]	Percentage increase since— 1944	1952	1966
1944[2]	61.3	0		
1945[2]	62.7	2		
1948[2]	83.8	37		
1952[2]	92.5	51	0	
1955	93.3	52	1	
1960	103.1	68	11	
1965	109.9	79	19	
1966[2]	113.1	85	22	0
1967[2]	116.3	90	26	3
1968	121.2	98	31	17
1969 (April)	126.4	106	37	2

[1] Yearly averages except 1969.
[2] Year of enactment of law affecting rates of allowancas under the GI bill.

One way of arriving at the 1969 equivalents of earlier allowance rates is by simply adjusting the original rates for the changes which have taken place in the Consumer Price Index since the year earlier rates were enacted. Thus, the $50 subsistence allowance payable to a veteran without dependents under the

World War II act of 1944 would be increased to $103 to reflect the 106 percent increase in the cost-of-living between 1944 and 1969. Table II shows the 1969 equivalents, computed in this way, for the allowances payable directly to veterans for themselves and their dependents under the "GI Bills" as originally enacted and as amended.

TABLE II.—EDUCATIONAL ASSISTANCE ALLOWANCES FOR VETERANS—1944 TO PRESENT

Program and year[1]	Current dollars	1969 dollars[2]	1st dependent Current dollars	1st dependent 1969 dollars	2d dependent Current dollars	2d dependent 1969 dollars
World War II:[3]						
1944	$50	$103	$25	$52		
1945	65	131	25	50		
1948	75	113	30	45	$15	$23
Korean conflict:						
1952	110	150	25	34	25	34
Post-Korean:						
1966	100	112	25	28	25	28
1967	130	141	25	27	[4] 20	22

[1] Year program was enacted (or year of enactment of law changing allowance rates).

[2] Actual allowances adjusted to reflect the percentage change in the Consumer Price Index between the year shown in the 2d column and April 1969.

[3] Unlike the Korean and post-Korean programs, the World War II program did not contemplate that veterans would meet all or part of the costs of tuition and fees out of these allowances. Instead, payment of tuition and fees was made directly to the educational institutions by the Veterans' Administration. The maximum limit on payments for tuition and fees was $500 per veteran per school year, or $55 per month. The 1969 equivalent to this would be $113 which, added to the 1969 equivalent of the subsistence allowance payable under the 1944 act, gives a total of $216 as the maximum payable, in terms of present purchasing power, for monthly educational assistance for a veteran with no dependents under the original GI bill. In general, however, tuition and fees were less than $500 when the program began.

[4] Under the 1967 act (Public Law 90-77) provision was also made for additional payments of $10 per month for each dependent in excess of 2.

The allowances under the World War II program shown in Table II are not truly comparable to the allowances shown for the Korean Conflict and post-Korean programs as footnote 3 explains. Moreover, while the 1969 equivalents shown in the table are derived by the most commonly used method of determining changes in purchasing power, there is room for serious doubt as to how meaningful these data are for the individuals to whom they apply. The Consumer Price Index attempts to show changes in living costs as measured by the prices involved in a typical "market-basket" of goods and services purchased by urban families. While it may not be unreasonable to apply this standard to the general living costs of veterans and their families, it would appear to be necessary to give some special recognition to the fact that tuition and fees form a large proportion of the budget of the veteran-student. This is particularly significant if, as seems to be the case, increases in tuition and fees have been rising substantially faster than prices generally. Unfortunately there is not, as far as we know, an index of educational costs which would parallel the Consumer Price Index. There are, however, two studies by the Office of Education on changes in the tuition and fees charged by institutions of higher education. While neither study coincides exactly with the period covered by the "GI Bills", the two together cover most of that period. According to these studies, tuition and fees for public institutions increased by 50 percent from 1949–1950 to 1957–1958 and by another 69 percent from 1957–1958 to the present. Increases in these charges at nonpublic institutions were even more pronounced. Table III presents these data in more detail.

TABLE III.—INCREASES IN TUITION AND REQUIRED FEES AT INSTITUTIONS OF HIGHER EDUCATION

Series and year	Public institutions		Nonpublic institutions	
	Average annual charges[1]	Percent increase since start of series	Average annual charges	Percent increase since start of series
Series 1:[2]				
1949–50	$112	0	$465	0
1953–54	130	16	565	22
1955–56	147	31	638	37
1957–58	168	50	741	59
1960–61	207	85	938	102
1963–64	249	122	1,197	157
Series 2:[3]				
1957–58	182	0	684	0
1960–61	209	15	850	24
1963–64	234	29	1,012	48
1965–66	257	41	1,153	69
1966–67	275	51	1,233	80
1967–68	292	60	1,327	94
1968–69	307	69	1,417	107

[1] For full-time students; charges for room and board are not included.

[2] Series 1 is based on an Office of Education survey of charges by 196 representative colleges and universities. 1949–50 is the 1st year after 1944 for which data are available in this series. (In 1939–40, according to this survey annual charges were $78 and $310 for public and nonpublic institutions respectively). This series has not been continued to the present.

[3] Series 2 is based on a series presently maintained by the Office of Education. It uses a larger sample and weights the charges per university in accord with the number of students involved. Data for 1957–58 and 1960–61 are estimated and data for 1968–69 are projected. This series does not extend back beyond 1957.

LRS–6

The information presented in Tables I and III above can be used to give at least a general indication of the extent of increases in the costs which veterans' educational allowances are designed to meet. General living costs have gone up, according to the Consumer Price Index, by about 106 percent since the World War II "GI Bill" was enacted in 1944 and by 37 percent since the 1952 enactment of the Korean Conflict program. The two Office of Education studies on which Table III is based indicate an aggregate increase in tuition and fees since 1949–50 of from 153 to 191 percent at public institutions. For nonpublic institutions, the increases indicated by those studies range from 229 to 260 percent. Comparable increases are indicated for the period from 1953–54 to the present.

Thus, there is fairly clear evidence that both educational and living costs have risen substantially since the enactment of the World War II and Korean Conflict "GI Bills." To determine the specific present-day equivalents of the allowances under those bills is, however, more difficult. There is no fixed amount which can be said to accurately reflect the "rate of allowance" for tuition and fees under the World War II bill. The Korean Conflict and later bills lumped together the tuition and subsistence allowances without clearly specifying how much was intended for each. There is a wide variation in the percentage increases in tuition and fees of public and nonpublic institutions, and, even apart from that disparity, the use of 2 different studies which do not—separately or in combination—cover the entire period under consideration should properly be limited to supporting only general conclusions. In each of these areas an essentially arbitrary choice would have to be made among a wide variety of possibilities. We have, nevertheless, outlined one possible computation of 1969 equivalents of earlier allowances in Table IV. The most important assumptions made are explained in the footnotes and we have, in general, attempted to make assumptions where necessary in a manner that would tend to understate rather than overstate the amount of the 1969 equivalents. It should be emphasized, however, that the figures in Table IV are highly speculative and that other equally justifiable factors could be used and would yield considerably different results.

TABLE IV.—APPROXIMATE 1969 EQUIVALENTS OF 1944 AND 1952 GI BILL MONTHLY ALLOWANCES[1]

	Tuition and fees	Subsistence	Total	Total with 1 dependent	Total with 2 dependents
World War II:					
1944 rates	[2] $28	$50	$78	$103	$103
1969 equivalent	71	103	174	226	226
Korean conflict:					
1952 rates	[3] 35	75	110	135	160
1969 equivalent	76	103	179	213	247
Current rates			130	155	[4] 175

[1] Equivalents are obtained by applying percentage changes to April 1969 in the Consumer Price Index to subsistence allowance and by applying to the allowances for tuition and fees a percentage increase which reflects the minimum increase shown by the data in table III above. (Data for public institutions are used; successive increases are figured to 1957–58 under series 1 and from 1957–58 under series 2; the years covered from less than the entire span of years from 1944 or 1952 to 1969. The net effect would be to understate the increase in charges indicated by the data in table III.)

[2] This represents an arbitrary selection of one-half of the maximum allowance of $500 per school year. It does not seem unreasonably high in the light of the fact that the survey of 196 institutions of higher education mentioned elsewhere indicated that private institutions were charging about $34 per month in 1939. The information in note 3 below also indicates that this is probably a low estimate.

[3] The Korean conflict program did not specifically earmark amounts for tuition and fees; however the $110 total allowance for a veteran without dependents was apparently based on data showing an average cost under the World War II bill of $38 per month for tuition, fees, and books and of $75 per month for subsistence. We have followed here an earlier assumption that breaks the $110 allowance down as follows: $75 for subsistence; $35 for tuition and fees. (See Rep. 269, 89th Cong., p. 18.)

[4] Under present law the allowance is increased by $10 for each dependent in excess of 2.

Senator YARBOROUGH. The rates in my bill, S. 338, fall between these figures for the most part. But they would bring the allowances up to rates that would compare with rates paid when servicemen found the GI bill more advantageous than now in terms of living while they go to school.

An amendment I have prepared for introduction today will make the same percentage increase for those who use vocational rehabilitation, on-the-job or apprenticeship planning, and on-the-farm training.

A second bill of mine on which these hearings are being held is S. 1998. It seeks to make more useful the farm training part of the GI bill.

After World War II, 690,000 took farm training; after Korea, 95,000. In April 1969, 355 veterans of the cold war were enrolled in farm training courses, and exactly 100 veterans of Vietnam. This was 8.8 percent of the total trained after World War II. It was 4 percent of those taking training after Korea. But it is less than one-twentieth of 1 percent of the cold war and Vietnam trainees.

I ask to have this table on trainee participation prepared by the Veteran's Administration printed at the conclusion of these remarks.

Senator CRANSTON. It will be printed.

(The table referred to follows:)

TRAINEE PARTICIPATION UNDER GI BILLS

	World War II	Korean conflict	Post Korean[1] (April 1969)	Vietnam[2] (April 1969)
Eligible veterans	15,614,000.0	5,708,000	6,155,000	3,020,000
Total trained	7,800,000.0	2,391,000	1,232,000	621,000
Percent of eligibles	50.0	42	20	21
Farm trainees	690,000.0	95,000	355	100
Percent of trainees	8.8	4	(3)	(3)

[1] Includes Vietnam veterans and all persons who entered the Armed Forces after Jan. 31, 1955, and were separated prior to Aug. 5, 1964.

[2] Includes all persons separated from the Armed Forces after Aug. 4, 1964.

[3] Less than 0.05 percent.

Source: Veterans' Administration, June 17, 1969.

2

Senator **Yarborough**. Mr. Chairman, I will add a few words to my prepared statement.

After a long, 8-year fight to pass a cold war bill, we finally passed it in 1966. The Senate passed it time after time. The House committee blocked it. From the time I introduced that bill in 1958, the Senate of the United States never turned it down. It passed the Senate 2 to 1, at least.

I think the whole Senate is a credit to this program. The House turned it down time after time. The Presidents, all three of them, fought it. The Veterans' Committee in the House fought it to satisfy the Defense Department and the VA and the Bureau of the Budget.

When we passed it in 1966, the House served notice that they would kill it again if we put on-the-farm training, flight training, and on-the-job training in it. We knew they hadn't had any compunction about killing it in 8 years, so we accepted the reduced bill with 1 month of training for each month of service. In the past, there was 1½ months of education for each month of service.

We accepted the lesser version, then went on to add everything the Korean and World War II veterans had.

We fought that down to the wire in October of 1967. Then we passed it with on-the-job training, a limited flight training, and on-the-farm training, but modified. These things were added in the conference—the House bill didn't have them. We fought it out.

People came from the VA and said: "We have a better on-the-farm training than we had for the World War II and Korean conflict."

We fought that. What they had were regulations that prevented on-the-farm training. They would have to work on the farms at day and drive 100 miles to go to school at night.

So we got no on-the-farm training in 1967.

We came back in 1968, and reentered the real on-the-farm training provisions and introduced a modified flight training, and again introduced our bill to give 1½ months training for each month of service.

In 1968, the last 72 hours of the session, we got the 1½ months training for each month of service, like World War II and the Korean conflict. We got an on-the-farm training provision that the Farmers Union and other farm organizations say enables men to get on-the-farm training now. That only became effective last fall. It had been thwarted for 8 years, and for 2 years they had dragged it down.

But we finally got 1½ months credit for each month of service, and we got a better on-the-farm training program than we had had since Korea.

I don't how good it is yet. We will hear testimony here.

Mr. Chairman, I want to say this, that in certain respects this present GI bill is better than any GI bill in the past. Here we had the help of the VA. Once we got the bill, they helped on making it better in a number of respects.

One, the widow of a young GI killed in service can go to school under the GI bill. That came on the recommendation of the VA.

Next, the VA recommended, and we have in the bill with the help and recommendation of the VA—I don't know whether they cleared that with the Bureau of the Budget or not. They must have—the VA helped us get into the provision that GI's who haven't finished high school could go to high school and graduate and not use up a single month of other entitlement.

This is the real chance of a lifetime for many of these young people. They can then, after finishing high school, use their entitlement.

Thirdly, the on-the-job training that we got in 1967 is good. I regret we don't have the figures on trainees, but the AFL-CIO said it is working.

Does anybody back there now have the number of those taking training in the on-the-job training?

Mr. **Farmer.** 45,000.

Senator **Yarborough.** Wasn't it up to 90,000 at one time, or 70,000? Did it ever go up to that?

Mr. **Farmer.** No, sir.

Senator **Yarborough.** Do you have compliants that it is not working well?

Mr. **Farmer.** No.

Senator **Cranston.** Please identify yourself for the record.

Mr. **Farmer.** My name is Arthur Farmer, and I am Deputy Chief Benefits Director at the Veterans' Administration.

Senator **Yarborough.** We need more flexibility in permitting men who do daily work on farms to vary their attendance at classroom instruction for farm training.

Another provision of the farm training that is better than the Korean conflict is that there is no need to own the farm. Under the law they do not have to own the farm. And with the ending of the bracero program, there is a need for training agricultural workers.

My bill goes back to the lower number of classroom hours required in the Korean GI bill for farm training. I believe we should study those provisions, with a view to making farm training a more attractive and useful form of training.

That is what we need. We still have to have classroom training. They can't just go out there to learn to drive a tractor and repair it. But the rigidity in the 1967 amendment—you had to be practically a full-time college student, and they just couldn't do it.

I believe we should study these provisions and get the advice of the Farmers Bureau, the Grange, and other organizations, and improve this on-the-farm training. It is one that is falling short.

We have had testimony in the years past by the Future Farmers of America and Young Farmers of America how they got that training. We had witnesses come from Virginia who had become successful farmowners under this bill.

A third bill, S. 2361, will also enhance the usefulness of the education and training program by giving specialized counseling and tutoring to those with certain academic deficiencies. It would supplement for veterans the programs for other youths of promise who could profit from a college education, if their particular academic deficiencies can be corrected through special attention.

I commend Senator Kennedy for his work on this bill, and I am pleased to be a cosponsor of it.

Now, we had hoped that the free high school training provided in the present GI bill on the recommendation of the VA would take care of that, but some of these youths don't have the requisite training to get the high school training, so the Kennedy bill would help them get that training and qualify themselves for college.

Mr. Chairman, the concept of the GI bill is to make up the education and training for civilian pursuits that young men lose while they are in service. But it is not enough just to make that the objective. We have to be sure the specifics of the program make it workable.

The pending bills have been offered for that purpose, and I know the subcommittee will work toward that under your kindly and energetic leadership that we have seen exhibited a number of times already this year.

I want to say it is a pleasure to work under your leadership.

I stayed on this subcommittee. I had options as to subcommittees, but this is one of the most important subcommittees in the United States.

The very fact here that only one out of five of our veterans is getting an education under this post-Korean and Vietnam conflict spells not only trouble for those veterans, but trouble for the Nation.

We are ahead because of the GI's we have educated in the past. The total educated from the World War II and Korean conflict is over 10 million.

Now, with more post-Korean veterans, we are falling far behind in meeting our commitment.

I want to point out, Mr. Chairman, this is not a bonus bill. This is a veterans readjustment bill. Anybody who has been in service knows you need readjustment when you come back, and there is no better way to give them readjustment than in earning capacity and opportunity for advancement all the rest of their lives.

I am going to be forced to go, because I am the chairman of the subcommittee of the Appropriations Committee that is marking up the bill, and it is mandatory that I be there at that markup session. But I don't leave because of any thought that that is more important. I like to hear all the testimony, and I want to work with you on this legislation. I think it is long overdue.

I have taken a great deal of time to give that history. We have had to fight inch by inch, foot by foot. It is like taking ground with an infantry outfit, the way we have had to fight the Government to get justice for these GI's.

The progress we have made is a congressional accomplishment. It isn't full yet. They don't have the radio spots that I heard after World War II appealing to veterans to go to school. After Korea, the veterans had to find out on their own.

The law does not require that a veteran serve in Vietnam. That is what the VA tried to get put in the bill, that men could only be eligible for training if they served after August of 1964 and served in Vietnam. The World War II and Korean GI bills didn't require overseas service.

The current law, like the others, provides for the benefits, and the only requirement is that the veteran be honorably discharged after serving more than 6 months. And I don't feel that the VA has been diligent in getting this word to the veterans.

I appealed to all the veterans organizations in America to help get this word over to the discharged veterans.

We see a good bill on the books. Failure to get the information to the veterans is going to mean their loss.

Thank you, Mr. Chairman, for calling these very important hearings.

Senator CRANSTON. Thank you, Senator, for your leadership in these matters. I look forward to assisting you in achieving the objectives that you have set forth.

Due to the necessity of your being absent, if you have any particular questions you would like to ask these witnesses in the course of these hearings, I would be glad to see they are asked.

Senator YARBOROUGH. Thank you.

Senator CRANSTON. The ranking minority member on the subcommittee is, like the chairman, a freshman. I welcome you, Senator Schweiker, on this committee. I look forward to working closely with you.

I understand that you have some remarks you want to make.

Senator SCHWEIKER. Thank you, Mr. Chairman. I would like to join with you in thanking the leadership on both sides of our committee for the opportunity extended to me as a freshman to serve in this capacity.

Having served 8 years in the House, I appreciate the opportunity to serve in this capacity.

We are holding these hearings on veterans education legislation at an especially timely moment. For earlier this month, the President announced that 25,000 troops would be withdrawn from the Vietnam war. Plans are under consideration to withdraw still more troops this year, the military and diplomatic situation permitting.

This means, among other things, that we in Congress and those in the executive branch have a new and pressing obligation to examine our programs for returning veterans to make sure they will be adequate and effective for Vietnam veterans. Of course, veterans have been coming home from Vietnam on a regular basis ever since the United States has had a military involvement there. But with the significant troop withdrawals now beginning, there will be many more among us in a relatively short time. If our programs of education, employment training, and housing assistance for veterans are not working as they should, now is the time we must act.

The focus of these particular hearings will be on the education opportunities offered to veterans. We have before us five bills, one already passed by the House, designed to expand and improve the education benefits program for veterans.

The task of these hearings must be to look again at these programs and make sure they conform to the needs of veterans and the realities of life in the 1970's.

We all have in our minds the image of hundreds of thousands of World War II GI's returning home and hitting the campuses. The GI bill became the gateway to a better life for young men who otherwise would not have had the chance. In my opinion, this was the very least that a grateful Nation owed to its young returning servicemen.

We still bear this obligation, after nearly a quarter century and after two additional wars from which our veterans have been coming home. The question now is whether our legislation has kept pace with the rapidly changing times in American education.

The college degree, even more so today than just after World War II, has become practically indispensable to a young man with aspirations for economic well-being. So these hearings must search for the answer to two essential questions:

First, is the present education assistance allowance paid to veterans in college a realistic sum in terms of today's skyrocketing college costs?

Second, are veterans educational programs making it reasonably possible for all veterans who desire to attend college to do so? I refer to those veterans who were not able to complete high school before they entered the service or those whose schooling was inferior in quality through no fault of their own.

I am particularly disturbed to note that while 20 percent of the men coming out of the service did not complete high school, only about 1 in 10 of these men is taking advantage of high school training under the GI bill.

In this regard, let me call attention to the worthwhile bill which our colleague Senator Dominick has introduced, S. 2036, to extend veterans education benefits to those men who need to return to elementary school.

Whatever form our legislation takes, it is of the utmost importance that we not simply "skim off the cream" of our returning veterans and send them to college. If we do this, then we will be helping only those veterans who probably would get to college anyway, without specific veterans assistance.

Those we must not overlook are the less promising veterans the ones with severe educational handicaps and financial handicaps. Are we going to offer them breaks that are relevant to their situation? Are existing programs likely to serve them along with other veterans? Or will these programs only be "skimming off the cream," as many Government education and manpower programs tend to do?

Mr. Chairman, you can be assured that the minority side of this submittee approaches this proposed legislation with a completely open mind. We have, and I know we share with you and the other members, a willingness to cooperate and move ahead with the best possible education legislation for veterans, particularly the newest wave of veterans now returning from Vietnam.

Let me say as a footnote, Mr. Chairman, I want to say I welcome our new Administrator of Veterans Affairs. I am pleased with his appointment. I am sure he will do an outstanding job, and I do regret that Senator Dominick and I have a "$21 billion conflict" with the Armed Services Committee at this moment. And I hope you understand that if we excuse ourselves, it is not because of any lack of interest in this program, or in the witnesses, but it is a little bit of a necessity at this point.

Thank you, Mr. Chairman.

Senator CRANSTON. Thank you, Senator.

Senator Dominick is also with us. I am delighted that he will be involved in these processes.

Senator, do you have any comments?

Senator DOMINICK. Thank you, Mr. Chairman. I regret that our Armed Services Committee meetings have been scheduled for the same days as these hearings. If I may, I would like to make some brief comments and ask that my complete statement and enclosure be included in the record.

Senator **Cranston**. I thank the gentleman from Colorado for bringing attention to a point that needs attention. Your statement and enclosures will be included in the record.

Senator **Dominick**. We must get to the markup, or markdown, of the armed services bill.

Senator **Cranston**. Thank you very much.

(The prepared statement of Senator Dominick follows:)

Mr. Chairman, it is a pleasure to be with you this morning as we open the first hearings by the Veterans' Affairs Subcommittee of the 91st Congress.

One of the bills which we are considering is S. 2036, which I introduced earlier this year with the cosponsorship of Senator Javits.

While I had not planned to testify this morning, I would like to make some opening remarks about the reasoning behind this bill.

There have been 129,000 veterans separated from service during the post-Korean conflict period who have less than an eighth grade education. Approximately 20,000 of them have left the military service within the last 3 years. Under the present GI bill, they do not qualify for formal education benefits.

This, in itself, is striking. But even more so is the fact that the Korean GI bill specifically included benefits for elementary education.

In short, the Korean veteran is eligible; the Vietnam veteran is not.

This is a rather shocking situation considering the wide variety of programs available to returning servicemen under existing law:

(1) Farm cooperative training consisting of enrollment in agricultural employment, apprenticeship, or other on-the-job training;

(2) Flight training if it is generally accepted as necessary to attain a recognized vocational objective in the field of aviation;

(3) Completion of high school without losing eligibility for college benefits; and

(4) Part-time, full-time, or work-study programs in college.

But high school and college assistance has a hollow ring for the forgotten veteran who is told he is not qualified to enter a secondary level program in the first place.

Before I turn to a brief capsule summary of how the Vietnam veteran was dropped at the wayside under the present GI bill, let me clarify one point for the record.

In placing a title on S. 2036, the bill clerk referred to veterans "attending elementary school." Obviously, I do not foresee returning servicemen going to a public grade school or junior high. What I am concerned with is the grade level of education being offered, whether it is in a vocational school, correspondence school, opportunity school or otherwise.

I mentioned the sizable number of Vietnam era veterans, who have not completed eighth grade. It is true they represent a small fraction of the total number of returning servicemen. It is also true that large numbers of veterans are not utilizing the benefits to which they are entitled.

The fact of the matter is Colorado veterans, and I'm sure veterans in other areas of the country, have applied for educational assistance below the secondary level and have been rejected.

Let me give an example. The Emily Griffith Opportunity School in Denver has a vocational education program operated in conjunction with the public school system. It serves 30,000 educationally disadvantaged individuals per year, and offers a wide range of classes including general education and high school. It has a fine reputation, and works closely with more than 500 recognized leaders in Denver's business, labor, and community life who serve on advisory committees to the school. Veterans, however, have been advised they can no longer use GI benefits to obtain education below the secondary level at Emily Griffith because the latest GI bill prohibits it.

The World War II GI bill concentrated in the area of on-the-job training with millions of veterans suddenly placed back into civilian life. In the Korean bill, there was more emphasis on formal education with a more orderly return of veterans into civilian life, a generally higher level of preservice schooling, and increased technical demands in the communities to which they were returning.

The present GI bill was enacted in 1966. In reviewing it, I believe there are two factors which underlie the anomalous situation which I have described:

(1) The change which was made in the definition of "educational institution," and

(2) The lack of inclusion of elementary education in a 1967 amendment providing that educationally disadvantaged veterans could complete high school without losing eligibility for college benefits.

The Korean GI bill and the Senate version of the present GI bill defined "educational institution" as follows:

> The term "educational institution" means any public or private elementary school, secondary school, vocational school, correspondence school, business school, junior college, teachers cllege, normal school, professinal school, university, scientific or technical institution, or other institution furnishing education for adults.

It was the House definition which became law, however, and it changed the definition by deleting the words "elementary school" and substituting at the end the phrase "any other institution if it furnishes education at the secondary school level or above" for the phrase "other institution furnishing education for adults." It is the latter provision which is vital, and which has been interpreted to cut off assistance below the high school level. There was no discussion of the change in public hearings or in the House floor debate. The only explanation I have found in the legislative history is a single sentence in the House report:

> This definition follows that applicable to war orphans' educational assistance with the addition of correspondence schools.

A near uniformity in definitions has been achieved, at the expense of the veteran, for two programs which focus on noncomparable training.

The 1966 GI bill blocked the serviceman who wanted to use GI benefits to complete an elementary education, but the serviceman seeking to finish high school found himself in only a somewhat better situation. For each month he used benefits for a high school education, he lost a month of eligibility for college benefits. This was corrected by the 1967 amendment entitled, "Special Training for the Educationally Disadvantaged."

Today, the irony is that the serviceman who needs to finish eighth grade is, in effect, not considered educationally disadvantaged, but the one who has and needs to finish high school is.

My bill would restore the authority which the Veterans' Administration had before 1966 to assist servicemen below the secondary level. In addition, it provides that the veteran would not lose his eligibility for college benefits.

I am delighted to have the support of the national legislative offices of the American Legion and the Veterans of Foreign Wars.

Senator **Dominick**. One of the bills we are considering is S. 2036, which I introduced earlier this year with the cosponsorship of Senator Javits.

There have been 129,000 veterans separated from service during the post-Korean conflict period who have less than an eighth-grade education.

Under the present G.I. Bill, they do not quality for formal education benefits. This in itself is striking. But even more so is the fact that the Korean G.I. Bill specifically includes benefits for elementary education.

In short, the Korean veteran is eligible. The Vietnam veteran is not.

Let me give an example. The Emily Griffith Opportunity School in Denver has a program operated in conjunction with the public school system. It serves 30,000 individuals per year and offers a wide range of classes including general education, preparation for high school, and high school. It has a fine reputation, and it works closely with more than 500 recognized leaders in Denver's business, labor, and community life, who serve on advisory committees to the school.

Veterans, however, have been advised they can no longer use G.I. benefits to obtain education below the secondary level because the latest G.I. Bill prohibits it.

Under existing law, the ex-servicemen who need to finish eighth grade are not considered educationally disadvantaged, but the ones who have and need to finish high school are.

Mr. Chairman, I think we need to change this, and S. 2036 will do it. I have a resolution here from the Colorado State Chapter of the American Legion endorsing this bill and also some letters that I ask be printed in the record.

Senator **Cranston**. Without objection, so ordered.

(The material supplied follows:)

RESOLUTION OF THE AMERICAN LEGION, DEPARTMENT OF COLORADO

Whereas there are approximately 129,000 service men or veterans of the Vietnam Era that have been or are being discharged and have not completed their elementary education, so are deprived of educational benefits under the G.I. Bill.

Whereas there has been introduced in the Congress of the United States by Senator Peter H. Dominick Senate Bill 2036 to amend Chapter 34, Title 38 of the U.S. Code to extend educational assistance to the veterans who have not completed their elementary education in order to qualify for educational assistance under the G.I. Bill.

Now Therefore be it resolved by the Dept. of Colorado, The American Legion in convention assembled June 13 and 14, 1969 at Alamosa, Colorado do hereby urge the adoption of this resolution, which will support Senate Bill 2036 introduced in the United States Senate on May 1, 1969, and work for its early enactment in to Law.

Be It Further Resolved a copy of this Resoultion be forwarded to the National Convention for their consideration and adoption.

I certify this resolution was adopted by the Department Convention of The American Legion unanimously.

DEAN HUNTER,
Department Adjutant.

DENVER PUBLIC SCHOOLS,
EMILY GRIFFITH OPPORTUNITY SCHOOL,
Denver, Colo., June 24, 1969.

Mr. PETER H. DOMINICK,
U.S. Senate,
Washington, D.C.

DEAR SIR: It has recently come to our attention that federal legislation is now being considered that will allow for greater latitude in the compensatory programs currently available under veterans educational benefits.

We at Emily Griffith Opportunity School have found in recent years that a number of veterans referred to our school *are* in need of high school preparatory work prior to advancing to the high school level or into other vocational programs available at our school. It has proven most discouraging to those concerned when they learn that compensation is *not* allowable for high school *preparatory* classes and yet fully realize that this work is a very necessary first step in their educational planning.

It is difficult to determine the numbers of veterans that have turned away from programs available at our school because of this somewhat discriminatory ruling. The numbers however, have been substantial and it is our feeling that this is a matter of extreme urgency that needs immediate committee attention.

It is our sincere hope that veterans benefits currently available, might be amended and expanded to include the high school preparatory classes available at the Emily Griffith Opportunity School.

Sincerely,

ALLEN B. MILLER,
Student Services.
STEVE J. HALPIN,
Academic Counselor.

COLORADO CARPENTERS STATEWIDE JOINT APPRENTICESHIP
EDUCATIONAL AND TRAINING COMMITTEE,
Englewood, Colo., June 27, 1969.

Senator PETER DOMINICK,
U.S. Senate,
Washington, D.C.

DEAR SIR: One of the minimum requirements for the Colorado Carpenters Apprenticeship Program is a high school diploma, and we have had a number of veterans apply who do not have a diploma or a G.E.D.

While any veteran in our program receives the educational benefits to which he is entitled, it seems to me that the veteran who needs assistance in obtaining a G.E.D. or high school diploma should be entitled to the same benefits.

I am in constant touch with apprenticeship programs of the various trades, and a veteran without his diploma or G.E.D. definitely has a handicap, and I feel that more of them would return to school if these benefits were available to them.

Respectfully,

GUSS C. WELLS, *Coordinator.*

Senator CRANSTON. Our first witness here this morning is Donald E. Johnson, Administrator of Veterans' Affairs.

Would you please come forward?

STATEMENT OF DONALD E. JOHNSON, ADMINISTRATOR OF VETERANS' AFFAIRS, VETERANS' ADMINISTRATION; ACCOMPANIED BY ARTHUR W. FARMER, CHIEF BENEFITS DIRECTOR; J. C. PECKARSKY, DEPUTY CHIEF BENEFITS DIRECTOR; ROBERT J. DEWEY, ASSISTANT DEPUTY DIRECTOR, COMPENSATION, PENSION, AND EDUCATION SERVICE; ROBERT C. FABLE, JR., GENERAL COUNSEL; AND A. T. BRONAUGH, ASSISTANT GENERAL COUNSEL

Senator CRANSTON. Our first witness is the man responsible for carrying out the programs we are considering. He is the new Administrator of Veterans' Affairs, whose nomination was confirmed by the Senate last Thursday.

We share the novelty of our position, Mr. Johnson. This is the first meeting of the subcommittee at which I am presiding as chairman, and this is Mr. Johnson's first appearance before this committee.

As with any new head of a major governmental program, especially one with a $7 billion budget, Mr. Johnson should, of course, be given and will be given a fair chance to take hold of the reins of control.

At the same time, however, the uncertainty surrounding the appointment or the reappointment of the Veterans' Administration Administrator has inevitably created a certain degree of drift and inertia in the Veterans' Administration. Because of this and because of the hopeful signs for the greater withdrawal of troops from Vietnam this year, I urge Mr. Johnson to move as quickly as possible to establish effective leadership and review and re-think the efficacy of the program.

Mr. Johnson brings to his office a distinguished background in the field of veterans' affairs.

After being decorated for his service in the Army during World War II, he joined the American Legion, becoming the Commander for the State of Iowa at the age of 28, and in 1964 the National Commander of that organization.

Mr. Johnson's credentials also include service with the Iowa Civil Rights Commission, of which he was Chairman, and with the U.S. Commission on Civil Rights.

I am particularly pleased to note Mr. Johnson's experience in the civil rights field, because I strongly believe that the Veterans' Administration must in its employment policies set an example of minority hiring in order to show itself as an organization that will be sensitive to and well equipped to serve the needs of the 11 percent new non-white veterans.

In addition to his regular duties, Mr. Johnson is serving as Chairman of the President's Committee on the Vietnam Veteran.

It is my hope, Mr. Johnson, that during your tenure with the Veterans' Administration you will work closely and effectively with this subcommittee, so that together we may help to improve the programs of veterans' benefits and health care to meet the needs of our returning servicemen in our everchanging society; and so that these benefits can be made available to all veterans who can take advantage of them, particularly the disadvantaged and those who lack prior eduction or training.

In this hopeful and, I trust, constructive spirit, we welcome you here today, and we will listen with interest to your testimony.

I would appreciate it if you would introduce those with you.

Mr. JOHNSON. Thank you, Mr. Chairman. I am pleased to have this opportunity to appear less than 24 hours after my swearing in and to discuss with you the subject of educational assistance as a means of aiding returning servicemen in readjusting to civilian life from the military service.

With me are Arthur W. Farmer, Chief Benefits Director; J. C. Peckarsky, Deputy Chief Benefits Director; Robert J. Dewey, Assistant Deputy Director, Compensation, Pension, and Education Service; Robert C. Fable, Jr., General Counsel; and A. T. Bronaugh, Assistant General Counsel.

Mr. Chairman, with your permission, I will proceed with the testimony.

The five bills now under consideration are:

S. 338, 91st Congress, a bill to amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections.

S. 1998, 91st Congress, a bill to amend section 1682(d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program under such section.

S. 2036, 91st Congress, a bill to amend chapter 34 of title 38, United States Code, in order to provide educational assistance to veterans attending elementary school.

S. 2361, 91st Congress, a bill to amend chapter 34 of title 38, United States Code, in order to provide special educational services to veterans.

H.R. 6808, 91st Congress, a bill to amend section 1781 of title 38, United States Code, to eliminate the prohibition against receipt of certain Federal educational assistance benefits, and for other purposes.

Initially, let me say that, in my opinion, the subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but at this time, is crucial to the welfare of our country.

This is a matter very close to the President's heart. On June 5, when he announced that he was nominating me to be Administrator of Veterans' Affairs, he also announced that he was appointing the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the chairman of the Civil Service Commission.

Mr. Chairman, I would call to your attention and for the record that yesterday afternoon I received a call from the White House informing me that the Postmaster General was being added to this committee.

The transmission of that appointment has not yet reached my desk, but I believe it should be brought to your attention.

In addition to the specific orders given to us to study the GI educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces, the President has called upon our committee to provide the answers to the following three major questions:

(1) How can we help more veterans to benefit from existing programs?

(2) How can we design programs to help those veterans who need help the most—the under-educated, the ill-trained, hitherto unemployed or underemployed?

(3) How can we improve the overall program of veterans' benefits so that it meets the specific challenges of our society and the needs of the veterans?

Of the five bills you have under consideration today, S. 338, at least with respect to the numbers affected and the fiscal impact, must be considered the most important, particularly the provision increasing the rates of educational assistance allowance under the new GI bill for veterans pursuing school training.

I have read the report of Mr. William J. Driver, submitted to your committee on April 28, 1969. In that report Mr. Driver opposed the increase in the educational assistance allowances and the provision authorizing loans for veterans desiring to obtain a private pilot's license, but recommended favorable consideration by your committee of the provision permitting ancillary flight training. I have no basis at this time for disagreeing with these conclusions. However, as you can appreciate, I have not yet had an opportunity to study the matter in detail.

The adequacy of the present rates of educational assistance allowances will obviously be one of the first matters to which the President's Committee on the Vietnam Veteran will give attention—not only as to whether they need to be increased, but also, if so, the amount of increase of rates and whether there should be some further adjustments in the rate structure.

S. 2361, 91st Congress, a bill "to amend Chapter 34 of Title 38, United States Code, in order to provide special educational services to veterans," is also directly related to the question of what additional steps we should take to make advanced education more readily available to those returning veterans who had inadequate educational preparation.

There can be no quarrel as to the praiseworthy purpose of the bill or the need for programs offering greater motivation for participation on the part of those veterans most in need of education. The proposals contained in this bill certainly warrant most carreful evaluation, and they will be the subject of intensive study by the President's Committee.

Another measure pending before your committee is S. 2036, 91st Congress, a bill "to amend Chapter 34 of Title 38, United States Code, in order to provide educational assistance to veterans attending elementary school." This bill also has as its purpose the aiding of returning veterans who had inadequate educational preparation. It would direct its attention to those veterans who have not completed their elementary school education and provides that they will receive an educational assistance allowance while pursuing such course without charge to the veterans' entitlement.

The proposal merits most careful consideration and will be the subject of careful study by the President's Committee.

Of the two remaining bills, H.R. 6808 contains a number of relatively minor and, I believe, largely noncontroversial items which were recommended by the Veterans' Administration in a report of March 25, 1969, to the House Committee on Veterans Affairs. There are two provisions of this bill which do have major significance.

In commenting on the provision now contained in section 5 of H.R. 6808, a bill to amend section 1781 of title 38, so as to restrict the bar on the receipt of both educational assistance allowances under the GI bill and grants under some other Federal program to servicemen on active duty and full time Federal civilian employees who are attending courses paid for by the Government, the Veterans' Administration in its report to the House Committee on Veterans' Affairs stated:

> There is a need to rationalize the laws with respect to the circumstances under which a person may receive an educational assistance allowance under the veterans' or the dependents' programs. As indicated above, however, the problem to which this portion of section 4 of the bill is directed is extremely complex. We need to give it more study than has been possible to date and to look at both the equitable considerations and the program implications before we can be in a position to make a firm recommendation as to appropriate legislative changes. For example, under certain programs removal of the bar of Section 1781 might result in unintended windfalls to individuals receiving adequate grants under other programs. We therefore cannot recommend enactment of this part of section 4 of the bill at this time.

Subsequently, at the request of the House Committee on Veterans' Affairs, Mr. A. W. Farmer, the Chief Benefits Director, submitted a study on the question of nonduplication. With your permission, I would like to offer a copy of that study for the record.

Senator CRANSTON. The report will be printed in the record.

(The material referred to follows in an abbreviated form; the complete report may be found in the files of the subcommittee.)

DUPLICATION OF BENEFITS—A STUDY OF THE PROBLEMS INVOLVING THE BAR AGAINST THE PAYMENT OF EDUCATIONAL ASSISTANCE UNDER TWO OR MORE FEDERAL PROGRAMS AS IS CONTAINED IN SECTION 1781, TITLE 38, U.S. CODE, IN CONJUNCTION WITH HEARINGS ON H.R. 6808, 91ST CONGRESS

This paper contains the study of duplication of educational assistance benefits conducted in conjunction with hearings before the Subcommittee on Education and Training of the Committee on Veterans' Affairs, House of Representatives, 91st Congress, on H.R. 6808. The reference material listed in the table of contents has not been included in this booklet as a matter of convenience. A copy of the study including this material has been furnished to the Senate Committee on Labor and Public Welfare.

HISTORY OF THE DUPLICATION PROBLEM

NO PYRAMIDING OF BENEFITS ALLOWED

Federal educational assistance may provide payments subsidizing institutions or be in the form of payments directly to individuals through fellowships, grants-in-aid, student loans, work study programs and other assistance programs. Veterans compete on the same basis as other students for these funds.

In order that there would be no pyramiding of benefits for any person or persons, the first GI bill for veterans of World War II contained a provision that a veteran enrolled in and pursuing a program of education under any other program paid for out of funds from the Federal Treasury would not be entitled to receive veterans educational assistance. A similar provision was contained in the Korean Conflict GI Bill and appears as section 1781, title 38 U.S. Code for the Cold War GI Bill.

Through the years, certain federal educational programs have been held to be not subject to the duplication of benefits bar. These exceptions have evolved through legislation, opinions of the Solicitor General and decisions made by the Administrator of Veterans Affairs. Among the prominent programs not barred were Fulbright Fellowships, Land Grant College programs, vocational training under the Smith-Hughes Act and ROTC training where tuition was not paid for out of Federal funds.

SOME NOTABLE EXCEPTIONS

The Fulbright Act

The Fulbright Act, PL 79–584, provided for the use of the currencies or credits for the currencies of any foreign government acquired under specified circumstances to be applied for financing studies in such foreign countries. The program was excepted on the basis that no appropriated funds were used for educational assistance, and the assistance to the student was considered in the form of a grant-in-aid.

Land Grant Funds

PL 81–571, approved June 30, 1950, specifically provided for the VA to make no reduction in tuition payments based upon the receipt of Federal land-grant funds. At the time this law was passed, the World War II GI Bill provided for subsistence payments to students and tuition payments directly to schools.

ROTC

ROTC programs have been held exempt from the duplication of benefits bar where the only payment made under the program is a monthly subsistence allowance which is considered payment for services rendered. ROTC programs which also provide for Federal funds to pay for tuition, books and fees are subject to the bar.

Vocational education

The purpose of the Vocational Education Act of 1917, the Smith-Hughes Act and its amendments was to stimulate the extension of a program of vocational education in communities which were not adequately served with such programs. Funds appropriated are matched by those of receiving States and Territories. During the World War II education program, the VA, recognizing the fact that another Federal appropriation had been made, proportionately reduced payments of tuition and fees to participating institutions. However, under the Korean Bill and the current law, such payments are considered an exception to the duplication bar as Federal funds are co-mingled with matching non-Federal funds and lose their identity.

College work study

The College Work-Study program established under PL 88–452 was designed to assist needy students by providing part-time employment. The funds are granted to the institution and disbursed in the form of compensation for work performed. This program is exempt as the payments are not grants for tuition etc., but are payments for services performed.

MDTA and GI Bill Veterans can't get both

The Manpower Development and Training Act, PL 87–415 was enacted to assist the Nation to fulfill the critical need for more and better trained personnel in many vital occupational categories, because even in periods of high unemployment, many employment opportunities remain unfulfilled because of shortages of qualified personnel. The training includes, but is not limited to basic education, prevocational training, communications and employability skills training, vocational and technical education, and supplementary or related instruction for on-the-job training whether given at the job site or elsewhere.

Under the specific authority contained in 42 USC 2584, the Department of Labor was authorized to enter into agreements with States, private and public agencies and employers, etc., whereby MDTA funds are paid for the cost of instruction, materials, spoilage and other expenses relating to on-the-job training needed to equip selected persons with the appropriate skills. Trainees are paid by employers for productive work. Under certain circumstances, travel and subsistence allowances are paid directly to trainees by the Federal Government, when their training is away from home. With the exception of these special cases in MDTA-OJT programs no Federal funds would be paid directly to the individual trainee. However, in MDTA funded institutional programs, the regular training allowance is paid by the Department of Labor directly to the trainee.

The Comptroller General of the U.S., held in a decision dated July 2, 1968, that authorization by the VA of an educational assistance allowance to a veteran in training under an MDTA funded program would constitute a duplication of benefits and would be barred by the provisions of 38 USC 1781. It was his view that it is immaterial in the case of a veteran whose education is paid for—in whole or in part—by the U.S. under a provision of law other than chapter 34 of title 38, US Code, whether the payment involved is made directly to the veteran or directly to the entity or organization providing his education, insofar as determining whether the payment of an educational assistance allowance under chapter 34 would constitute a duplication of benefits paid from the Federal treasury is concerned.

Haphazard relief

The bar against duplication of benefits was partially lifted by the Congress indirectly by provisions in PL 90–574, The Health Services and Facilities Amendments of 1968, and in PL 90–575, The Higher Education Amendments of 1968, which specifically exempted almost all of the educational assistance programs carried out through the Public Health Service and a large percentage of the Office of Education programs from the provisions of Section 1781, title 38, US Code. Although the programs so exempted were not enumerated, the language of these two Acts extended the exemption to any program covered by any act amended by the two acts. Since PL 90–575 amended the Higher Education Act, the National Defense Education Act and Economic Opportunity Act, which operate a majority of DHEW programs, such programs are exempt.

Among the programs exempted by this legislation are: Educational Opportunity Grants; "Upward Bound"; Work-Study Programs; Cooperative Education Program; Library Training and Research Program; Teacher Corps; Teacher Fellowships; Public Service Fellowhips; Education Professions Development Program; National Defense Pre-doctoral Fellowships; Guidance and Counseling Training; Language Development Program; Work and Training Programs including new careers, and most pre-doctoral fellows and almost all the programs of the Public Health Service except those not amended by PL 90–574 such as the Clean Air Act. Trainees and fellows under programs of NASA, AEC, and NSF, as well as certain medical residencies in the VA and all programs under the Department of Labor—MDTA remain barred.

MDTA PROGRAMS—DO VETERANS PARTICIPATE?

Training for disadvantaged

The Manpower Development and Training Act, PL 87–415, was enacted on March 15, 1962, and its purpose was expressed to be to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes, and other types of persistent unemployment.

As the unemployment rate has decreased during the past few years, the focus on the program has moved to those individuals regarded as disadvantaged.

The Manpower Administration of the Department of Labor defines a disadvantaged individual for Manpower Program purposes as a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped. (See Manpower Administration Order 1–69, 1–16–69)

MDTA programs may be institutional, on-the-job training or in a combination of the two. MDTA institutional training programs provide occupational training in either a public or private vocational or educational institution or other specially provided training facility, using classroom method of teaching.

Institutional programs

Eligibility for training is determined by the Employment Service in the area, generally from the class defined as disadvantaged, with a requirement imposed under the law that disadavantaged persons comprise at least 65% of all trainees. An individual does not have to meet a specific needs test to be selected and referred for such training. However, to the be eligible for a training allowance, a disadvantaged person defined as a poor person by MDTA meets any established needs test. The individual must be unemployed, head of the family or household, and have at least 1 year previous experience in gainful employment. The payments to trainees in institutional programs are based on the average monthly unemployment insurance benefit for the previous quarter which prevailed in the state.

It is the responsibility of the DHEW to provide institutional training for enrollees referred by the U.S. or State Employment Service. The programs are established after assessment of the needs of the industries in the area with special consideration and emphasis on the basic educational needs of the individuals enrolled. Classroom training had been largely operated through the Nation's public school system, but has been extended to include specially set up skill centers in the communities where the training is being offered. Of the trainees in the institutional programs, over two-thirds are in the disadvantaged classification and more than half were high school dropouts. There were approximately 140,000 trainees reported for fiscal year 1968 in the institutional program, and 63,000 or about 45% were female. The Department of Labor reported about 17.8% were veterans, which for their purposes includes service in any war or peacetime period. They do not keep statistical data which would identify veterans who served after January 31, 1955, and would qualify for VA educational assistance. Of the total trainees, 77,600 were males and about 24,900 classified as veterans. It was estimated that about 18,400 of the veterans would be in an age group under age 35. There are no specific data maintained on the total number of veterans in programs which could qualify also under the Post Korean GI Bill. These data have had to be extrapolated. (See Ed. & Trng. DHEW, Apr. 1969)

Part-time projects

Training may be provided on either a full time or a part-time basis. Part-time projects are aimed at qualifying low skilled employees for promotion. These training projects usually operate from 6 to 18 hours per week to provide basic education and to upgrade the occupational skills of employed individuals. The training incentive payment for enrollees is a maximum of $10 per week for 18 hours of school training. Training was provided for more than 8,300 trainees in 77 part-time training courses in 1968. The greatest use of this program was in the State of Illinois, where training was provided for 2,130 persons. Normally this type of training would not qualify under the GI Bill.

Youth training program

Training is also provided to youths, those between age 17 and 22 who, because of inadequate educational background and work experience, are unable to obtain employment. In addition to those who are enrolled and are eligible for regular training allowances, the program trains youths who are not receiving allowances. In 1968, 53,400 young people were enrolled in manpower training, comprising 38% of the total enrollment. Of these, 30,800 were male and 22,600 were female. Because of these age limitations and type of training these programs would generally exclude themselves from participation by Post Korean veterans.

Basic Education

One of the institutional programs provides "employment orientation" training. This kind of training is designed to help disadvantaged trainees to develop good work habits and attitudes and give them some idea of how to look for jobs. Related to this type of program are those offered encompassing basic education. For training purposes, manpower basic education is defined as intensive elementary education, offered in the general area of arithmetic, reading, writing and related language skills, which will improve a trainee's education achievement level enough to enable him to become employed, either with or without occupational or other training, depending upon his interest and abilities. Basic education is distinguished from advanced work, such as secondary school subjects, and from training in basic work skills. The proportion of institutional enrollees taking basic education rose from 22 to 27 percent between 1966 and 1968. Elementary education is not provided under the GI Bill.

Skill centers

To facilitate the offering of training to meet specific needs of communities, industries and individuals, there were in operation during 1968, some 55 Manpower Training Skill Centers. These centers developed due to the diversity of programs required where single projects expanded into multi-occupational programs. These centers could provide prevocational education and also permit trainees to sample a number of different types of work, thereby expanding their vocational choices. The skills center attempts to diagnose the needs of the individual trainee and to provide the range of services that will help him benefit from training. One of the unique contributions of the skills center is the arrangement of instructional units to permit continuous trainee intake and exits from the program. This is known as open-entry/open-ended courses, an individual may enter and leave according to his individual needs.

Training allowance

An individual who has been selected and referred for vocational or non-vocational training under the provisions of the Act may be eligible to receive a training under the provisions of the Act may be eligible to receive a training allowance in order to provide a means of subsistence for himself and his dependents, if any, while undergoing training. The basic amount of a regular training allowance is determined by the average gross unemployment compensation payment in the State during the 4 calendar quarters preceding the quarter in which training commenced. The basic regular training allowance is augmented by payments for dependents of $5 per week for each one.

Subsistence allowances are paid to defray added costs of separate maintenance when training is at a facility outside the commuting distance of his regular place of residence and generally is $5 per day. A transportation allowance may be paid to cover the cost of travel between his place of residence and the training facility.

The regular training allowance, subsistence allowance and transportation allowance are paid directly to the trainee.

VA criteria for institutional training

For a veteran participating in an MDTA funded institution training program to be fund eligible for VA educational assistance, he must select an educational program which will assist him in obtaining a recognized educational, professional or vocational objective, and the program must be taken in an educational institution approved in accordance with standards established under the law. The "employment orientation" and basic education programs would not qualify a veteran for GI bill benefits for even though preparing him generally to enter the labor market, he is not receiving training which will qualify him for any particular occupation. We must assume that a representative portion of the 27% of the institutional trainees in these programs are veterans.

We may legitimately question also whether the institutions offering these programs will meet the requirements set forth in section 1776, title 38 U.S. Code regulating approval of educational institutions. For example, the skill centers for training which develop courses to meet individual needs with open entry/open-end programs wouldn't qualify under the law.

MDTA on-the-job training

The on-the-job training and program of MDTA is a cooperative effort of industry and government which enlists the aid of industry in the hiring and training of the disadvantaged, unemployed and underemployed members of society. The training given through OJT projects covers a wide variety of occupations and attempts to achieve the dual purpose of helping to meet the demand in skill-shortage occupations and at the same time, to provide training opportunities for the disadvantaged.

The program operates through contracts initiated by firms with need for skilled help to furnish on-site-on-the-job training to individuals who are anticipated to remain as employees of the firm upon completion of training. Although the programs are set up to meet the needs of an individual employer or of an industry, consideration is given to the educational needs of the trainees. Where the need is found to exist, the skills training is coupled with basic education, prevocational training and specialized training in communication skills. This supplemental training may be provided at the job site or at an educational center. The laws governing this program also require that a minimum of 65% of those enrolled meet the criteria of disadvantaged.

The trainee receives payment in the form of wages or salary, with a minimum of $1.60 as the lowest wage a firm may pay. The contract amount is in the form of a subsidy to the employer.

VA criteria for OJT

To meet the requirements for approved OJT programs for veterans under Title 38, US Code, the training programs must be of at least 6 months in duration and may run up to 2 years, and the program must provide for a progressive wage schedule, which commences with at least 50% of the wages of the job for which he is being trained and will be increased to at least 85% of the wages paid for the job not later than the last full month of the training program. (Section 1777, Title 38.)

Some typical OJT programs

With the cooperation of the staff of the Department of Labor, a sampling was taken of the on-going OJT programs as represented by 230 contracts. Seventeen contracts representing training conducted in the food service field were eliminated at the suggestion of the staff as being of short term duration, and involving training for waitresses and similar positions. The remaining contracts were divided between community agencies (about 63 operating) and individual contracting firms, associations and unions.

We contacted eight community agencies with MDTA–OJT contracts covering every region of the Nation. It was found that they are operating as both referral groups and major contractors entering into sub-contracts with employers in the community. They are involved in institutional programs such as four to twelve week remedial education as well as OJT. The contracts entered into average from 12 to 24 weeks. Some of the programs are restricted to enrollment of mentally retarded persons or those classified as youths, between ages 16 and 21. (See attached listing.)

We extracted out of the monthly national OJT report 60 contracts with individual firms, which were of long duration as regards to funding period. The individual contracts were reviewed and a survey was conducted of all those firms, 32 out of 60, whose contracts called for programs to operate for 26 weeks or more. These firms were contacted to elicit information as to what existing programs they were operating, would they qualify a veteran for VA educational assistance by meeting the requirements of title 38, the number of persons enrolled in the program and the number they could identify as veterans, preferably having served after January 31, 1955. Although the firms were authorized under the contract to set up programs of 26 weeks or more, only 22 had programs of that length. Ten of these firms would not meet the requirements of title 38, either by not initially paying 50% of the called for job wage, or by not having the requisite progressive wage schedule.

VA cost for repeal of duplication bar

The Department of Labor has estimated that of the 140,000 persons who entered institutional training under MDTA in FY 1968, 18,400 were veterans under age 35. Their estimates make no assumptions as to the eligibility of any members of this group to VA educational assistance. This age group was selected as being most likely to qualify for benefits under chapter 34, title 38. The Department of Labor further estimated that 20,400 of the 125,000 persons who entered OJT and OJT coupled training programs in FY 1968 were veterans under age 35. If we view the JOBS program similarly, assuming that 12% of the 42,000 persons who entered the program are younger veterans, it would add about 5,000, making a total of 25,400 veterans under age 35 on OJT or JOBS training.

The institutional training programs, other than those involving basic education and prevocational training may be considered to have been set up to meet an existing need for help in local industry. Institutional training may run from 4 to 104 weeks, but those set up to meet existing needs can be anticipated to be of 4 to 12 weeks duration, since the need is immediate and may be urgent. The OJT and JOBS programs range in length from 4 to 52 weeks, averaging from 16 to 20 weeks in OJT and 30 to 36 weeks in JOBS.

It can be assumed that veterans who are eligible for educational assistance under the GI bill will be less likely to participate in the MDTA institutional training program as they are receiving such training through projects funded by the Department of Defense and are encouraged to enter regular school and vocational training facilities through the outreach efforts of the Veterans Administration both prior to release from active duty and immediately following discharge.

An estimate of the costs of the proposed amendment to section 1781, title 38 would be as follows:

	Individuals in training	Monthly average trainees	Annual cost direct benefits
(a) Educational programs, college level and above (NSF, SEC, VA, and NASA)	2,000	770	$1,680,000
(b) Department of Labor institutional programs	920	310	570,000
(c) Department of Labor OJT and JOBS training	1,270	640	670,000
(d) Annual total	4,190	1,720	2,920,00

Note: These magnitude estimates are based on incomplete data. They assume that the affected programs will continue at approximately the same level in subsequent years as they were in fiscal year 1968, except for the JOBS program which probably will be significantly expanded. There is no way to know how many of these additional trainees in JOBS will be eligible veterans, but the nature of this program would indicate relatively few.

SUMMARY

GRADUATE LEVEL FEDERAL EDUCATIONAL SUPPORT

The question of the level of support which should be provided to persons enrolled in programs in institutions of higher learning, especially when support is being offered for graduate training, is being given consideration by various governmental agencies as well as the Federal Interagency Committee on Education. It is not a question that can be simply answered, for the purposes of the support programs vary, and the needs in areas of the national interest may require incentives be offered to induce persons to train to meet these needs.

Must support programs for the graduate level student pay stipends in excess of that available under the GI Bill. These stipends range from a minimum of $2,000 per annum with additional payments for dependents to those averaging $13,000 annually. In addition, an allowance in many programs is paid for the cost of tuition. (See example on Chart Exhibit I and FICE Study Exhibit F).

The veteran has earned his entitlement to veteran's educational assistance by virtue of the military duty he has performed. He competes for educational assistance under Federal as well as other programs in the same manner and on the same basis as a man who did not serve. The benefits he receives from these programs should, in principle, not exceed his actual needs. Certainly, the veterans benefits he receives should not be excluded from the available resources for consideration by the administrators of other Federal support programs when determining the individual's need. It would appear that such determination should remain within the jurisdiction of such agencies, subject to standards which may be adopted through interagency agreements, and that in no case should the total amount payable exceed actual need. The Federal Interagency Committee on Education could provide standards and guidelines for limitation of grants which might be considered excessive.

MDTA funded programs

MDTA programs are primarily directed to aid persons with limited income and resources as falling within their definition of "poor person." (Exhibit C) The assistance provided is on the level of the unemployment benefit paid by States and is intended to meet in part the subsistence needs of the individual, who in most cases is the head of a household. It also pays the cost of tuition. Under the GI Education Bill special provisions are made for those who lack at least a twelfth grade education to obtain same without corresponding loss of total entitlement to training benefits. Additionally, the veteran's educational and vocational needs are being recognized while he still is in the military service, and special programs such as Project Transition have been established to furnish an upgrading of his educational and vocational skills. Some of these programs are operated by private firms without Federal funding. Because of the training received while in military service, the number of servicemen returning to civilian life who will fall within the Department of Labors' defintion of a disadvantaged person may be anticipated to be significantly reduced. For additional consideration, over 60% of veterans who enter VA training go into college level programs.

Most Department of Labor institutional programs will not meet VA approval criteria which requires that they lead to a recognized educational, vocational or professional objective. Those who would enroll in less than full time training, would, if attending from 6 to 18 hours weekly, be entitled to minimal payments from the VA. Attendance from 15 to 22 clock hours weekly is considered half-time for below college level training and would be paid at the rate of $60 monthly. Attendance below 15 hours would call for payments of tuition and fees only. (See Exhibit II—MDTA—Institutional Allowances.)

Veterans under current laws are not barred however from participating in VA OJT programs and receiving the educational assistance benefits their service has earned for them. Over 38,000 veterans are currently engaged in either VA OJT or apprenticeship training programs and receive VA benefits. Such programs generally last between one and two years and provide substantial training for permanent skilled employment. Directors of State approving agencies for on-the-job and apprenticeship training programs predict marked expansion of these substantial training and employment opportunities. Faced with such choice, the number of veterans entering MDTA—OJT programs would be minimal.

The support furnished an individual in on-the-job training under MDTA is not in the form of direct benefits, but is in the form of a subsidy to the employer to compensate for some of the expenses incurred by the addition of a non-productive employee for training. The trainee in effect receives wages from the employer for services rendered, usually the minimum wage. The MDTA funded program has been viewed by some as being the same as the college-work study program under which Federal funds are provided to schools for jobs to be filled by students while pursuing their educational programs. Such benefits are also paid for services rendered, but they are payable concurrently with VA allowances.

A "needs" criteria is recognized in MDTA programs since the disadvantaged person to be eligible must be considered a poor person, that is defined as one with an income below a fixed level. Since such income is taken into consideration, offsets can be made in MDTA contracts when the need for supplements is reduced because of receipt of GI bill allowances.

Support for repeal of section 1781, Title 38 is widespread, includes most agencies conducting educational and training support programs. The Federal Interagency Committee on Education recommended that similar and equitable treatment be given veterans by all agencies and that enabling legislation be sought to do this. (See FICE study of predoctoral support, Nov. 1968)

NONDUPLICATION OF BENEFITS (38 U.S.C. 1781), DUPLICATION PERMITTED—EXAMPLES

Agency and Program title	Range of benefits		Needs criteria
	Individual	Institution	
Office of Economic Opportunity:			
Prospective teacher fellowships	$2, 000 to $2, 200 plus dependency allowance $400.	$2,500	None.
Graduate fellowships	$2, 000 to $2, 400 plus dependency allowance $400.	$2,500	Do.
Language fellowships	Salary at time of application—average $13,000.	Actual tuition	Do.
Public Health Service:			
Research fellowship program	$2, 400 to $2, 800 plus dependency allowance $500.	$2,500	Do.
Health professions scholarship	Up to $2, 500	None	(1)
All postdoctoral fellowships	$5, 000 to $6, 000 plus dependency allowance $500.	Actual tuition and fees plus $500 supplies.	None.
Veterans' Administration: Medical residency noncareer	$4,370 to $8,100 for interns. $4,596 to $11,140 for residents.	None	Do.
Atomic Energy Commission:			
Laboratory graduate fellowship	$3,100 to $6,000 including dependency allowance and tuition.	do	Do.
Special fellowship in industrial medicine.	$7,500 to $9,000 including dependency allowance.	$2,500	Do.
National Aeronautics and Space Administration:			
Predoctoral traineeships	$2,400 to $3,400 including dependency allowance.	$2,500	Do.
National Science Foundation: Graduate fellowships.	$1,800 to $4,300 including dependency allowance.	$2,500	Do.
Rehabilitation Services Administration:			
Vocational rehabilitation training grant—predoctoral.	$500 to $3,400	Actual tuition and fees	Do.
Vocational rehabilitation training grant—postdoctoral.	$5,000 to $12,000 plus dependency allowance $500.	$1,250 only in medicine	Do.
Veterans [1] Administration: Medical residency career.	$10,203 to $14,049	None	Do.

---

[1] Students from low-income families in exceptional financial need.

MDTA—Institutional Training Allowances

Persons found eligible for MDTA—Institutional Training may also be entitled to an allowance while pursuing such programs. They must meet a needs criteria based upon either receipt of cash welfare payments or having an annual family income meeting the criteria set forth in Manpower Administration Order 1-69. (See Order—Exhibit C)

The allowance is based upon the average weekly State Unemployment Insurance rate for the 4 quarters preceeding the quarter during which the enrollee commences his training. For persons being currently enrolled, the payment runs from a low of $29 weekly to a high of $52 weekly. The median of the array of states is $44 weekly.

A sample of weekly state payments is as follows:

Alabama	$35	Nevada	$44
California	52	New Jersey	50
District of Columbia	48	Texas	37
Idaho	44	Utah	41
Illinois	46	Washington	34
Massachusetts	46	West Virginia	41
Mississippi	29		

An additional allowance of $5 per dependent may also be paid.

Mr. Johnson. We have already furnished abbreviated copies for each member of the subcommittee.

This problem will be considered by the President's committee in its review of the entire field of GI educational benefits.

In the same bill, section 2(e) would provide that where a program of education is being pursued by an eligible veteran at an institution located in the Republic of the Philippines, the educational assistance allowance of such veteran shall be paid at the rate in Philippine pesos equivalent to 50 cents for each dollar.

Section 3(d) makes the same changes with respect to the war orphans' and widows' educational assistance program.

The Veterans' Administration did not submit a report to the House Committee on Veterans' Affairs with respect to these provisions of H.R. 6808. We intend to conduct a special study and will furnish you our views in a supplementary report.

Finally, S. 1998 would substitute language almost identical to that applicable to institutional on-farm training under the Korean GI bill for the current provisions relating to cooperative farm training under the GI education program. The effect of this substitution would be to restrict farm training to those eligible veterans who have control of a farm of sufficient size to occupy their entire training together with the group instruction.

I am informed that, under the precedents which were developed under the World War II and the Korean educational assistance program, this language means that a person pursuing institutional on-farm training must devote his entire time to such farm and could not engage in any outside activities to supplement his income. The immediate effect of this change would be to eliminate from the program veterans who while engaged in agricultural pursuit do not own or otherwise control a farm capable of providing for their subsistence.

The bill does contain a savings provision permitting any person now in the current farm training program to continue in such course to the end of the academic year.

At this time we are not prepared to recommend an amendment of this nature which would return to the type of on-farm program provided for World War II and Korean conflict veterans.

Again, I anticipate that the President's Committee will study this matter.

In the supplement to my statement, which you all have, we have prepared an analysis of the provisions of these bills, as well as cost estimates.

This administration is concerned about aiding returning servicemen in readjusting to civilian life and in seeing that they receive educational and training opportunities to facilitate that readjustment. Certainly, present benefit rates will receive priority in the study to be conducted by the President's Committee on the Vietnam veteran.

Accordingly, I recommend that your committee defer consideration of these pending bills until the President's Committee has had an opportunity to make its study and submit its recommendations.

The members of the Veterans' Administration staff who accompanied me will be available to answer any questions with respect to the operation of the veterans' and dependents' educational assistance programs.

Thank you again for the opportunity to appear here.

I appreciate your cordial introduction, Mr. Chairman.

SUPPLEMENT TO THE STATEMENT OF DONALD E. JOHNSON, ADMINISTRATOR OF VETERANS' AFFAIRS, VETERANS' ADMINISTRATION

S. 338.—To amend section 1677 of title 38, United States Code, relating to flight training, and to amend section 1682 of such title to increase the rates of educational assistance allowance paid to veterans under such sections.

S. 338 has three basic purposes. First, it would permit the payment of an educational assistance allowance for ancillary flight training; second, it would authorize direct loans for flight training leading to a private pilot's license; and third, it would increase the educational assistance allowance rates payable to eligible veterans pursuing school or college training on a half-time or more basis.

ANCILLARY FLIGHT TRAINING

Section 1 of S. 338 would amend subsection (a) of section 1677 of title 38, United States Code, to extend advanced flight training assistance to eligible veterans who, even though they are not interested in pursuing a career in commercial aviation as such, would be able to utilize their ability to pilot an aircraft in expanding their opportunities for earning a livelihood. The conditions of eligibility and entitlement would be the same as those applicable to flight training under the present law.

LOANS FOR FLIGHT TRAINING

Section 1 would also authorize the Administrator to make loans to veterans wishing to pursue a course of flight training, but who lack the private pilot's license and are not otherwise entitled to such a license. The loans would make it possible for such veterans to obtain the flight training required for the private pilot's license.

The loan provided for in the bill would not exceed $1,000 and would bear interest not to exceed six per cent per annum. The amount of the loan would be repayable in equal monthly installments over a period of time not exceeding three years commencing upon the failure of the veteran to enter upon a course of flight instruction within one year after completing the requirements for or obtaining a private pilot's license. A third of the loan, plus interest, would be cancelled for each calendar year of service performed by the veteran in a recognized vocational field in aviation entered upon pursuant to the flight training received under this provision. (It should be pointed out here that the bill does not specify the condition under which the loan would be repaid by veterans who stop short of completion of their training or who do not promptly enter a vocational field in aviation upon completion of training. Presumably it is intended that the Veterans' Administration would provide for those contingencies under the general authority of the Administrator.)

EDUCATIONAL ASSISTANCE RATE INCREASES

Under section 2 of the bill, the monthly payments of educational assistance allowances for half-time or more training authorized by paragraph (1) of section 1682(a) of title 38, would be increased. The bill calls for an across-the-board increase of $60 per month for full time institutional training; $45 per month more across-the-board for three-quarter-time institutional training; $30 per month across-the-board for half-time institutional training; and a $50 per month across-the-board boost for cooperative training.

On the other hand, no increases are provided under the bill for farm cooperative, apprenticeship, or other on-job training, programs of less than half-time training, flight training, correspondence courses, education programs pursued while on active duty in the Armed Forces, or in the additional allowance for dependents in excess of two.

The present educational assistance program for veterans and servicemen was established by Congress through the enactment of the Veterans' Readjustment Benefits Act of 1966 (Public Law 89-358). The original law set up a $100 monthly educational assistance allowance for full-time institutional training for a veteran without dependents, with added amounts for those with dependents, and also provided for proportionately smaller amounts for those training on a three-quarter or half-time basis. The educational assistance allowance was increased by Public Law 90-77, effective October 1, 1967, from $100 to $130 per month for full-time institutional training, with corresponding increases for less than full-time training.

COST ESTIMATE OF S. 338, 91ST CONGRESS

Section 1(a)—Ancillary flight training

The provision for flight training which is ancillary to pursuit of a vocation other than aviation would have relatively little impact on the numbers of trainees otherwise expected. An estimate of cost relative to this provision is as follows:

Fiscal year	Additional trainees		Direct benefits cost
	Individuals	Monthly average	
1970	610	280	$490,000
1971	580	330	580,000
1972	470	300	530,000
1973	400	270	480,000
1974	360	250	440,000
Total, 5 year			2,520,000

Section 1(b)—Loans for flight training

The amount of the loan is limited to $1,000. For purposes of this estimate, it is assumed that the cost of the loans will average $900. Our estimate of the increase in the number of flight trainees because of the availability of loans, the number of loans, the cost of loans, and the cost of the additonal trainees is provided below:

Fiscal year	Additional trainees		Cost of direct benefits	Loans		Total cost direct benefits and loans[1]
	Individuals	Monthly average		Number	Amount	
1970	4,300	2,500	$4,400,000	7,200	$6,500,000	$10,900,000
1971	7,100	4,300	7,500,000	6,400	5,800,000	13,300,000
1972	6,200	3,700	6,500,000	5,600	5,000,000	11,500,000
1973	5,300	3,200	5,600,000	4,800	4,300,000	9,900,000
1974	4,400	2,700	4,700,000	4,000	3,600,000	8,300,000
Total, 5 years			28,700,000		25,200,000	53,900,000

[1] No allowance is made for reduction of cost through repayment of loans inasmuch as the loans represent cost in the year they occur; also, the forgiveness provision might result in nonrepayment of loans.

Section 2—Increase in educational assistance rates

An estimate of the monthly average trainees to be affected by the increased rates and the increase in the cost of direct benefits, using current projections of enrollment, is provided below:

Fiscal year	Monthly average trainees		Increase in cost of direct benefits
	Total	Affected by S–338	
1970	565,000	327,000	$195,000,000
1971	601,000	340,000	203,000,000
1972	637,000	375,000	224,000,000
1973	654,000	394,000	235,000,000
1974	664,000	408,000	244,000,000
Total, 5 years			1,101,000,000

The above estimates assume that the date of enactment of the bill would approximate the beginning of fiscal year 1970.

S. 1998

To amend section 1682(d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program under such section.

This bill proposes to amend the present provisions of section 1682(d)(1) of title 38 with respect to benefits provided veterans enrolled in a full-time farm cooperative program. The bill proposes to enact language which is very similar to that contained in the Korean GI bill.

Specifically, the bill provides that an eligible veteran shall be entitled to benefits while enrolled in a full-time farm cooperative program which provides for institutional and on-farm training and which has received State agency approval.

The farm cooperative training course may receive such State approval upon meeting the following requirements: (1) the course is to combine organized *group instruction of at least 200 hours per year* (and at least eight hours each month) *at an educational institution*, with supervised work experience on a farm or other agricultural establishment; (2) part of the course is to be performed *on a farm or other agricultural establishment controlled by the veteran* (ownership, lease, management agreement, or other tenure arrangement) until the completion of his course; (3) the course shall be developed with due consideration to the size and character of the farm or other agricultural establishment and the need of the eligible veteran; (4) the eligible veteran must receive *not less than 100 hours of individual instruction per year* with not less than *50 hours to be given on the farm or establishment;* (5) the farm or establishment must be of a size and character which will, together with group instruction, *occupy the full time of the veteran*, permit instruction in all aspects of farm management for which he is being trained, and assure him of a satisfactory income at least by the end of his course; (6) the instruction may not duplicate or repeat prior training received by the veteran; and (7) the training must meet such other fair and reasonable standards as the State approving agency may set.

The bill also contains a savings provision under which veterans who are already enrolled in training under present law may continue in such courses to the end of the current academic year under the terms presently in effect.

Historically, benefits were provided for both World War II and Korean conflict veterans training in agricultural pursuits. Statistics available show that participation in institutional on-farm training by veterans of World War II was 9 per cent, whereas participation by Korean veterans was 4 per cent. At the time the new GI bill was considered by the Congress in the 89th Congress, no provision was made for any on-farm training program. The Veterans' Pension and Readjustment Assistance Act of 1967 (Public Law 90–77), on the other hand, did authorize farm cooperative benefits for eligible veterans enrolled in an educational institution for a farm cooperative program consisting of institutional agricultural courses for a minimum of 12 hours per week. This program was developed in the conference between the House and Senate in the light of experience under the Korean conflict program.

This program in turn was modified by Congress in the enactment of H.R. 16025, 90th Congress, into Public Law 90–631. Congress at that time agreed upon a House substitute to a Senate amendment which permitted farm training on a three-quarter-time and half-time basis and the prescheduling of the required institutional courses to fall within 44 weeks of the year.

Note: It should be pointed out from a technical standpoint that the bill proposes to replace the present provisions of section 1682(d)(1) of title 38, but does not make any change in the rate structure set forth in section 1682(d)(2) of current law. This rate structure is geared to full-time, three-quarter-time and half-time training which is provided for in the present section 1682(d)(1). S. 1998, on the other hand, in amending that section does not provide for such a varied schedule of training but requires full-time pursuit only.

COST OF S. 1998

It is estimated that enactment of S. 1998 would result in an additional first year cost of $900,000, and a total 5-year cost of 9.3 million. A detailed estimate of the monthly average number of trainees and the additional cost for each of the first five years follows:

MONTHLY AVERAGE COOPERATIVE FARM TRAINEES

Fiscal year	Current prospects	Additional S–1998	Total	Additional cost
1970	400	500	900	$900,000
1971	700	800	1,500	1,400,000
1972	1,000	1,100	2,100	2,000,000
1973	1,000	1,400	2,400	2,500,000
1974	1,000	1,400	2,400	2,500,000
Total, 5 year				9,300,000

Note: This estimate assumes that farm cooperative training under current provisions would not exceed the levels indicated under the column "Current prospects."

S. 2036

To amend chapter 34 of title 38, United States Code, in order to provide educational assistance to veterans attending elementary school.

Section 1 of S. 2036 would amend section 1652(c) of title 38 in order to include elementary schools within the definition of "educational institution." This change would permit veterans to attend elementary schools as well as the other schools (secondary, vocational, correspondence, etc.) already included within that definition.

Section 2 of the bill would amend section 1678 of title 38, which provides assistance to the educationally disadvantaged, to insert language under which veterans could attend elementary as well as secondary schools, receive educational assistance while attending such schools, and receive such allowances without any charge being made against the educational entitlement they have earned.

Section 3 provides that the changes made by the bill shall become effective the first day of the second calendar month following the month in which it is enacted and also bars payment of any benefits for any period prior to the effective date.

COST OF S. 2036

Although we have insufficient basis for an exact estimate of cost which might be incurred by this proposal, it appears reasonable to assume that this would be nominal.

S. 2361

To amend chapter 34 of title 38, United States Code, in order to provide special educational services to veterans.

S. 2361 would add a new subchapter V to chapter 34 of title 38, United States Code, in order to provide new programs of special educational services to veterans. As stated in the proposed new section 1691 to title 38, the purpose of the new proposals would be to assist veterans with academic deficiencies to qualify for and pursue courses of higher education through the development of programs for special counseling, tutorial or other educational services at institutions of higher education.

The term "veteran with academic deficiencies" would mean an eligible veteran who by reason of deprived educational, cultural or economic background or physical handicap, needs services to assist him to prepare for, initiate, continue, or resume his post-secondary education. The definition of "institution of higher education" would be pegged to that contained in section 1201(a) of the Higher Education Act of 1965, which includes a wide range of post-secondary schools such as vocational schools, junior colleges, and four-year universities.

The objectives of the new programs, as set forth in a new section 1693, call for a system of grants and contracts with institutions of higher education to permit them to plan, develop, strengthen, improve, or conduct programs or projects to provide such things as counseling, tutorial, or other special educational services, including summer, preparatory and accelerated programs for these veterans. These services are to include, but are not to be limited to, programs (1) to enable these veterans to prepare and qualify for attendance at institutions of higher education; (2) of remedial aid to veterans in regular attendance at institutions of higher education; (3) for accelerated and concentrated education of these veterans; (4) allowing attendance extending beyond the usual period for completion of the course of study at a particular institution; and (5) which encourage and train veterans to pursue public service occupations to meet community needs.

The Administrator would be responsible for coordination and over-all planning, for reporting annually to Congress on the program, and for providing information, advice and assistance regarding the program to eligible veterans and servicemen being released. The Administrator would also, in conjunction with the Commissioner of Education, prescribe regulations governing the administration of the program, including review of applications and making of grants and contracts. The Commissioner, in turn, in accordance with the regulations and in coordination with the Administrator, would review the applications and make the grants and contracts.

Under a new section 1695 created by the bill, any benefits which a veteran receives under the program set up under the new subchapter V would not in any way affect his eligibility or qualification for any other Veterans Administration or any other benefits to which he may otherwise be entitled.

Appropriations totaling $10 million for the fiscal year ending June 30, 1970, and $30 million for the fiscal year ending June 30, 1971, are authorized by a new section 1696.

H.R. 6808

> To amend section 1781 of title 38, United States Code, to eliminate the prohibition against receipt of certain Federal educational assistance benefits, and for other purposes.

This bill, known as the "Veterans Educational Amendments of 1969" was approved by the House of Representatives on May 19, 1969. The measure proposes various changes in chapters 34, 35, and 36 of title 38, United States Code, affecting educational assistance benefits.

AVOCATIONAL-RECREATIONAL COURSES

The bill would amend sections 1673(a) and 1723(a) of title 38 to spell out the authority of the Administrator to disapprove the pursuit of avocational and recreational courses. The existing language of section 1673, enacted as a part of the new GI bill, is very broad and leaves to the Administrator the determination as to which courses veterans may not pursue. On the other hand, section 1723, which applies to eligible dependents, follows the pattern of the Korean GI bill and is exceedingly detailed in specifying the type of courses which the Administrator shall not approve.

Under the bill, the authority of the Administrator to disapprove courses determined to be avocational or recreational in character would be made uniform under both the veterans' and the dependents' educational assistance programs. The proposal directs the Administrator to disapprove any bartending or personality development courses or any sales or sales management courses which do not provide specialized training within a specific vocational field. The Administrator would also be authorized to disapprove any course which he deems to be avocational or recreational in character. However, if a veteran or eligible person submits justification that his pursuit of such a course would be of bona fide use to him in a present or contemplated business or occupation, the Administrator would be empowered to approve the enrollment of the veteran or eligible person in the course.

APPRENTICE AND ON-JOB TRAINING

The bill amends section 1673 of title 38 by adding a new subsection (e) which provides that the Administrator shall not approve the enrollment of any eligible veteran in an apprentice or other on-the-job training program where he finds that by reason of prior training or experience such veteran is performing or is capable of performing the job operations of his objective in essentially the same manner as the journeyman in the occupation.

There are many fields where an individual who completes the training required in a jurisdiction which entitles him to perform the work of a journeyman may feel the need for exposure on the job and he thereafter makes application for the approval of on-job training. Although the subsequent work experience may bring further proficiency, it is questionable whether it actually is a continuation of his education or training since he is already recognized as being qualified to perform the work. This section will act to avoid misapplications of the law, in the respect that in every field of endeavor every person's proficiency is improved as he gains experience.

FLIGHT TRAINING

Under current law (section 1677(a)(1)), an eligible veteran may pursue flight training only (1) if he has a valid private pilot's license or (2) he has satisfactorily completed the number of hours of flight training instruction required for such a license. Under the bill, the second alternative would be deleted leaving the license as an absolute prerequisite for enrollment in flight training.

Federal Aviation Administration regulations generally provide for the completion of 40 hours of instruction for issuance of a private pilot's license. However, there is no standard among the various flight schools as to the composition of the courses to be taken and of the mix of the amount of ground training and of flight instruction and experience. Consequently, in most cases, those who have qualified for commercial pilot's training with only having fulfilled the requirement of the equivalent in instruction time were generally not as well trained or as well qualified as those possessing private pilots' licenses and they generally have needed additional training.

BELOW COLLEGE LEVEL TRAINING PAYMENT

The bill proposes to amend section 1681(d) of title 38 to give specific authority to a procedure permitting the granting of the initial payment of the educational allowance for below college level training upon the receipt of the certificate of enrollment from the educational institution. The Veterans Administration, upon receipt of this certificate, could make the initial payment of the allowance to the veteran in an amount not exceeding one full month's benefit. This would assure that such veterans receive their first payment in the minimum of time when it is needed and would place the below college level training payment procedure on a par with that presently utilized in the case of training at the college level.

PHILIPPINE TRAINING PAYMENT FORMULA

Section 2(e) and 3(d) of H.R. 6808 provide that the educational assistance allowance paid to eligible veterans and persons training in the Philippines shall be based upon a formula setting the rate in Philippine pesos equivalent to $0.50 for each dollar. This makes the payment formula uniform for all such Philippine training and, under the bill, these changes would become effective as of the first day of the second month after enactment.

ELIGIBILITY OF DEPENDENTS FOR BENEFITS

Section 1712 of title 38 would be amended by H.R. 6808 to (1) assure children, wives and widows their full eligibility for educational assistance and (2) provide greater uniformity between programs for children and those for wives and widows.

The first proposal would provide that the five-year period of eligibility for children would run from the date on which the Administrator *first* finds that the veteran, from whom eligibility is derived, has a service-connected disability which is permanent in nature, or the date of death of such veteran, whichever date *last* occurs. Under present law, the period of eligibility for the children commences on whichever date *first* occurs. This change would permit utilization of the date that would be the most beneficial to the child and would also make the children's program on this point uniform with the present law pertaining to widows and wives.

The second proposal declares that the term "first finds" for the purpose of determining the period of eligibility for wives, widows and children for educational assistance would be held to mean the effective date of the rating establishing that a veteran has a service-connected disability permanent in nature or the date of the notification to the veteran of the requisite service-connected disability, whichever is more advantageous to the eligible person. Like the first proposal, this one would assure the eligible person of a full period of educational eligibility.

MULTI-STATE APPRENTICESHIP PROGRAMS

Section 1772 would be amended by the addition of a new subsection dealing with apprenticeship programs which entail training in more than one State. An example of this would be the case of a railroad line, directly engaged in interstate commerce, which is conducting apprenticeship programs for machinists. In the case of programs of apprenticeship where the standards have been approved by the Secretary of Labor as a national apprenticeship program for operation in more than one State, the Administrator, under this change, would act as a State approving agency for the approval of all such programs. This, therefore, would obviate the necessity for approval of these programs in each State in which the training is provided.

LIMITATIONS ON EDUCATIONAL ASSISTANCE

The present language of section 1781 of title 38, barring the payment of educational assistance or special training allowances to any veteran or eligible person during any period in which such person is enrolled in and pursuing a program of education or course paid for by the United States under any provision of law where the payment of such an allowance would constitute a duplication of benefits paid from the Federal Treasury, would be repealed by H.R. 6808. In its place, the bill proposes to insert language under which the duplication bar would be limited to cases of persons on active duty with the Armed Forces or the Public Health Service whose education or training costs are being paid by the Federal Government, and cases of civilian Federal employees receiving education or training under the Government Employees' Training Act and being paid their full salary during that period.

In all other cases, the educational assistance or special training allowance would be paid by the Veterans Administration to an eligible veteran or eligible person, whether or not he was a recipient of any other Federal educational grant. It should be emphasized that in many other Federal educational grant programs the awarding of benefits is predicated upon various needs tests. It is assumed that the amount of the allowance from the Veterans Administration would be considered in determining the amount of the grant by another agency.

At the time the original language of section 1781 was enacted, there were only a few Federal educational assistance programs outside the GI bill and no serious problems developed under the earlier programs. Since that time, however, many Federal educational programs have been enacted which provide a great variety in the level of Government support.

During the 90th Congress, two laws (Public Law 90-574 and Public Law 90-575) were enacted which exempted many health and educational grants from the nonduplication bar in section 1781. Coincidental with the liberalization of the nonduplication language in that section, therefore, H.R. 6808 provides for the repeal of the exemptions in the two laws cited above as being obsolete.

COST OF H.R. 6808

The principal cost of H.R. 6808 would result from the section of the bill liberalizing the nonduplication bar. The cost of this provision cannot be estimated with any degree of accuracy since it has proven to be exceedingly difficult to identify all of the programs affected.

Upon the basis of those we can identify—the most significant of which is the MDTA program—our best estimate is that it would cost $3 million annually.

This amount, however, would be offset to a degree by the savings ($1.35 million over the first year and $8.2 million over the first five years) resulting from the enactment of the provision in the bill prescribing the peso formula with respect to the payment of educational assistance benefits to eligible veterans and persons who are training in the Philippines. All other sections of the bill would, it is anticipated, either not result in any additional costs or would bring about small savings.

Senator CRANSTON. Thank you very much. I appreciate this opportunity to have you with us. I would like to ask some questions of you.

First of all, in your statement you say:

> There can be no quarrel as to the praiseworthy purpose of the bill or the need for programs offering greater motivation for participation on the part of those veterans most in need of education.

At the same time you are telling us in the concluding remarks—you are telling the subcommittee—that is is the position of this administration that no significant veterans legislation should be considered by the Congress until it has received the report of the President's Committee.

Assuming I am characterizing your position correctly, what is the timetable for presentation of such a report to the Congress?

Mr. JOHNSON. Mr. Chairman, we began unofficially before yesterday to set the wheels in motion for the President's Committee. We have now set the first meeting date to be July 14, with a full attendance of the Committee, including staff, with a target date of a report for October 1, with an absolute limit for October 15.

Senator CRANSTON. Thank you. If the Congress is satisfied that substantial increases in training and education allowances are required as a matter of equity to our veterans—and it certainly seems difficult for me to believe that we are presently providing assistance anywhere near an appropriate degree of comparability to the Korean level, which was established in 1952 and has been increased by only 17 percent over the last years—why should the veterans receiving training continue to bear the brunt of the inadequate allowance rates at this time?

I might say I have no quarrel with the special committee that the President has appointed. I don't know what they will come out with, and I recognize the wisdom of having such a committee. I look forward to reviewing its report when it comes out.

But, as I have indicated, it seems to me, if warranted, an interim change should be enacted now. I would like your comments on that point.

Mr. JOHNSON. Mr. Chairman, of course I must plead at this point that I have not yet had the opportunity to go into all of the cost estimates that are there. The problem of determining what would be the equitable change in the educational assistance allowance and what we might recommend, I have not been able to go into that yet. But we are going to give it our closest attention and report as promptly as possible.

This might be one of the areas in which we could give a preliminary report to the committee.

Senator CRANSTON. The Office of Education's estimates—were there any additional comments?

Mr. JOHNSON. No, sir.

Senator CRANSTON. The Office of Education's estimates show that in 1952–53, when the Korean rates were established, the cost of public higher education was $1,130 per year and private education was $1,590 per year.

At the Korean conflict rates, which were those initially applied to the post-Korean program, the Government was paying for 80 percent of the public education costs and 57 percent of the private costs.

Now, by using their protection made in 1962–63, the 1970–71 costs will be $1,840 for public and $2,780 for private higher education. To cover 80 and 57 percent of these costs, respectively, the educational assistance allowance would have to be raised to between $172 and $189 per month. S. 388, of course, proposes a $190 rate.

Moreover, the Office of Education has advised my staff that these 1962–63 projections of 1970–71 costs of education are conservative. I hope to receive from Dr. Allen what might be more accurate figures. Do you have any comments on these figures?

Mr. JOHNSON. I would like to turn this over to Mr. Farmer. I would, however, make this comment, Mr. Chairman.

When the first of my children entered college, I was quite aware of the rise in educational costs.

Mr. FARMER. Well, sir, the data that you refer to is, incidentally, part of the study that is referred to in the antiduplications provision.

We introduced information from the Department of Education showing the current costs of education. I would not seriously disagree with the range if you were trying to equate what the Korean level was to what it is today, with the increase in the costs of education. I don't believe there is a basis for disagreeing as to the range that you give, the $172 to $189.

But, as was mentioned, this is the one area where I think the most intensive study will be made. And, if at all possible, I would hope that there could be an interim report, because of the intense interest in the area.

Senator CRANSTON. What is your feeling with the interim situation, Mr. Johnson? It was my impression, now confirmed by his remarks, that these projection are, if anything, conservative—that the increase in costs may be greater.

We have this immediate problem facing us: veterans not receiving the same treatment now that veterans from past conflicts have received. And, if we wait until October, plainly we will get nothing through until next year. If we proceed now, we will have a chance to get something accomplished this year.

Mr. JOHNSON. I believe, of course, that this problem of educational assistance must receive high priority, not only from the Veterans' Administration and the administration itself, and in particular from the President's Committee, but it seems that many of the remarks that were made by Senator Yarborough this morning and others have talked about the lack of participation of the Vietnam veteran.

One of the things that we must first of all find out is if, indeed, they are not taking part in the Vietnam G.I. bill; and, secondly, what is the reason, and whether or not the amount of education assistance is a major factor involved in any lack of participation, if there is a lack of participation.

I have asked this staff and others within the VA to help us prepare a position as quickly as possible, because we knew of the deep interest, not only of this committee but certainly of the committee across the way in the House of Representatives that handles veterans affairs.

Mr. Chairman, at this point I must withhold too much definitive comment until I have had an opportunity to study all of this.

Senator **Cranston**. I recognize the difficulties you face in that regard.

I would appreciate any comments you might offer, going to the point that you have now brought up, on the Washington Post articles which were inserted in the record during my opening statement. I believe my staff provided you with a copy of those articles, and I am sure you are familiar with them.

On the question of participation in the cold war GI bill program, figures which the VA provided to the subcommittee in March show that the post-Korean GI bill participation is approximately 16 percent, as compared to 42 percent for the Korean conflict and 52 percent for World War II.

First, what is the current post-Korean participation rate?

Mr. **Johnson**. I will let Mr. Farmer answer that, because he is familiar with it.

Mr. **Farmer**. It approaches 20 percent, sir. You used the word "post-Korean," and that includes the entire reservoir of all of those who served and were discharged since January 31, 1955.

That meant at the time this program became law, in June 1966, there was a reservoir of over 4,100,000 individuals who were eligible under that law.

Now, many of those men were already married, about 70 percent, as best we can figure out. Most of them worked the year in which we made the survey, which was in 1965, and many of them had already accomplished their educational training.

Therefore, as potentials, as participants under the GI bill, they were not so good. The time when a man has the greatest potential for training is shortly after his discharge, say within a year or so. Therefore, 11 years had elapsed before these men became eligible for G.I. bill training.

Therefore, there was not the degree of participation that you would expect from the ones that are being currently released from service.

It also is important, I think, to realize that when the reference is made to 50-percent participation under the World War II program, and 42 percent under the Korean GI bill, it took nearly 12 years for those programs to reach that degree of participation.

Actually, this program had been underway as of last December—only 30 months. And, in an effort to make them comparable, we did evolve some data that show that, after the World War II program had been underway for 30 months, there was an 18-percent participation rate, and in the Korean GI bill, there was a 23-percent participation rate, compared with the 19 percent associated with this current program.

It is perfectly obvious that more people should take more education if they have a chance to do it. And we are all in favor of it. But we do adopt the position that the articles were attempting to compare fish and fish eggs, because the three programs are not directly comparable.

Senator CRANSTON. In view of the fact, which is, I think, widely accepted, and which you indicate, that returning veterans are going to take advantage of this program early after the time of their return, isn't that 20-percent figure rather alarmingly low?

Mr. FARMER. Well, sir, I wish it were higher. But, irrespective of the reasons why, I will go with you and say it is low, for the moment.

The VA has made an intensive effort to bring the benefits of this program to the attention of individual veterans. For the first time in the history of the VA we have relied not only on mass media—on press releases or announcements over the radio, but we have communicated with most recent dischargees individually, bringing to each man's attention the benefits that are his right.

We have made an intense effort to do this, and no doubt we could have done more. There is no question we could have done more, particularly for those who are characterized by law as "educationally disadvantaged."

But I would make one point with you, Senator, that this program became law in 1966. Now, last July a law went into effect, the Revenue and Expenditures Control Act, which required the Department of Veterans Benefits to lose 425 employees. Now, these 425 employees represented the target figure we had to go back to as of 1966, before there was a GI bill.

So today we are implementing the GI bill and all the amendments to it with the same level of employees we had before there was a GI bill.

We have rearranged our resources to the best of our ability. I wish we could do more for the disadvantaged, that we could identify him and motivate him to participate.

We have achieved some success in this. Within the target area around the cities where our regional offices are located, it is indicated that we are reaching about 80 percent—79 percent—of this group by a personal interview, with a full explanation of his rights in terms calculated to make him understand.

Senator CRANSTON. Is that ceiling being removed?

Mr. FARMER. Well, sir, it is and it isn't. Yes, there has been legislation which would be calculated to remove that ceiling, and I don't want to blame that ceiling as being the entire reason at all. I merely bring it in as relevant to the issue.

Senator CRANSTON. What do you mean by "It is and it isn't"?

Mr. FARMER. It isn't the entire reason——

Senator CRANSTON. But the ceiling is being removed?

Mr. FARMER. Yes.

Mr. JOHNSON. Senator, I would like to supplement Mr. Farmer's remarks concerning the ability and what I think is some degree of success of of the VA in reaching those veterans in what in broad terms has been the depressed areas and educationally disadvantaged veterans that, where the manpower has been available—and I talk about the figure again—that they have reached 79 to 80 percent with personal interviews with those veterans in those areas.

The major problem area—and we are looking at this now—is also those educationally disadvantaged in what in broad terms might be described as "rural America," where we have been unable, under restrictions of manpower, and because of the time element, to take them to drive down the road to find these people. Well, that job hasn't been as successful.

But we are taking a close look at that and trying to devise a method by which we might make that personal contact.

Senator **Cranston**. It is clear that in comparing the current situation with prior ones, we are perhaps not using exactly comparable figures.

This program has been in existence only 3 years, as compared to 12 or 13 years for the other programs. At the same time, I believe when the current program was established in 1966, there were many Korean veterans who were already eligible for it.

I wonder if you can try to provide some perspective for understanding the 19-percent figure by giving us a comparable participation rate for whatever you believe to be the comparable time period between the Korean and World War II program.

Mr. **Farmer**. We intended, incident to the President's study, to develop the data you refer to as of the end of this month. It is the end of the fiscal year, and it will be 36 months after this program began, and we intended to develop data that would talk about the three bills in terms of 36 months.

The difficulty in actually making a comparison is the people who are potential participants. They are a different type of people. The world has taken several turns since World War II, and several turns since Korea.

The people who are serving now are not quite the same type individual serving in World War II.

For example, we have noticed that the number with less than a high school education has dropped as a percentage. We have been using a figure of 20 percent that are being discharged without a high school education. Today I would expect it is closer to 15 percent of those who are discharged who don't have a high school education.

This is a product of a great many things, of the fact that people are permitted to go to school before they are drafted. This was not true during Korea. They took people right out of college. And certainly it was not true in World War II.

So in an effort to get comparability, we will develop data, as of the end of this month, if this is satisfactory, because we intended to do it incident to the President's committee.

Senator **Cranston**. How long will it take to work out those figures?

Mr. **Farmer**. I would judge the middle of July or a little later, possibly. We have to get the data from the computer and work it over. All of our records are now on the computer.

Mr. **Johnson**. We will furnish that information to you, Mr. Chairman.

(The information referred to, subsequently supplied, follows:)

TABLE I.—COMPARISON OF WORLD WAR II, KOREAN CONFLICT, POSTKOREAN CONFLICT, AND VIETNAM ERA PARTICIPATION RATES OF PERSONS WHO TRAINED IN THE 1ST 36 MONTHS OF THE PROGRAM

Period of service	Veteran Population in civil life	All persons trained		All persons trained, except farm trainees	
		Number	Percent of veteran population	Number	Percent of veteran population
World War II (Public Law 346): July 1944–June 1947	14,361,000	3,714,604	25.9	3,428,206	23.9
Korean conflict (Public Law 550): September 1952–September 1955	4,166,000	1,105,907	26.5	1,057,063	25.4
Post-Korean conflict (Public Law 358): June 1966–June 1969	6,302,000	[1] 1,303,977	20.7	1,303,566	20.7
Vietnam era only (Public Law 358): June 1966–June 1969	3,168,000	[1] 754,424	23.8	754,279	23.8

[1] Includes 90,586 servicemen.

Note: The column headed "All persons trained, except farm" has been included inasmuch as the current GI education program did not have a program comparable to institutional on-farm training under prior educational programs. While different educational programs under varied laws are being compared, the inclusion of this column makes the comparison slightly more valid.

TABLE II.—COMPARISON OF WORLD WAR II, KOREAN CONFLICT, POSTKOREAN CONFLICT AND VIETNAM ERA PARTICIPATION RATES OF PERSONS WITH LESS THAN A HIGH SCHOOL EDUCATION WHO TRAINED IN THE 1ST 36 MONTHS OF THE PROGRAM

Period of service	Veteran population with less than high school education in civil life	Persons with less than high school education who trained		Persons with less than high school education who trained, except farm trainees	
		Number	Percent of population with less than high school education	Number	Percent of population with less than high school education
World War II (Public Law 346): July 1944–June 1947	7.841,106	1,340,927	17.1	1,020,773	13.0
Korean conflict (Public Law 550): September 1952–September 1955	1,820,542	335,089	18.4	311,755	17.1
Post-Korean conflict (Public Law 358): June 1966–June 1969	1,770,862	108,560	6.1	108,516	6.1
Vietnam era only (Public Law 358): June 1966–June 1969	715,968	62,802	8.8	62,789	8.8

Senator CRANSTON. If you can, by July 15, it would be appreciated.

Mr. JOHNSON. Fine.

Mr. FARMER. That will push us to get it that early.

Senator CRANSTON. July 16? [Laughter.]

Mr. JOHNSON. Mr. Chairman, some questions have arisen in my mind as I studied these figures.

We are operating in a different time frame today. We have got gradual mobilization and demobilization, as compared, for example, with World War II. The effect of rapid demobilization, I think, had some bearing on participation.

We have the highest employment, I believe, in the history of our country. And I am sure this as a factor.

Also, now, I think that there is a larger percentage of eligibles who have almost a full military career behind them, and somewhere in that career received higher education.

So these things are entering my mind, how they can best be sorted out in all of the data to really get some comparable figures. It is going to be difficult, but I am sure we can get it done.

Senator CRANSTON. Thank you.

Mr. Johnson, to return to the special committee, are its deliberations limited to veterans who actually have served in Vietnam, or does it cover all veterans currently covered by the GI bill?

Mr. Johnson. All veterans covered by the GI bill.

Senator Cranston. In the supplement to your prepared statement you discuss an amendment to H.R. 6808, which would permit the Veterans' Administratiton to speed up the initial payment of the education allowance to a veteran for below-college-level training.

You say this would place it "on a par with that presently utilized in the case of training at the college level."

Would you explain what the procedure is for making the education or training allowance payment to a veteran in each of the major assistance programs you administer, specifying the usual period that may elapse before the initial payment is received?

Mr. Johnson. I again return to Mr. Farmer. This is in his field.

Mr. Farmer. This proposal, which was made by the veterans' administratiton and passed by the House, would permit us to treat the below-college-level student in the same manner we currently do the institution-of-higher-learning students.

To be responsive to your question, if this proposal becomes law, the certificate of enrollment endorsed by the student and by the school will come to the Veterans' Administration and will form the basis for the initial payment—the first month's check.

In most cases this will be part of a month, depending on how quickly the school gets the enrollment certificate to us and how quickly we process it.

But in other cases it could be a month and a part of another month, or it conceivably could be two and part of a month, depending on which day he happened to enroll in the below-college-level school.

They frequently do not have fixed periods of enrollment. They enroll at the beginning of any particular week.

We found from experience this has given us a great deal of trouble with the below-college-level student in getting his initial check to him. One reason is that we require, under the law, a certificate of attendance for each month in which he attends. This proposal would permit us to get him on the payroll and let our computer produce this certificate of attendance for him to endorse and return to us.

Senator Cranston. The purport of my question would be more to the higher education.

Mr. Farmer. It is substantially as I described it under the proposal. That is, the institution of higher learning takes the certificate of enrollment from the veteran, endorses it, and says he has been enrolled as of a given date, turns that in to the Veterans' Administration's regional office, we run it through our computer, and that puts the veteran on the payroll.

From then on he gets a check every month without any certificate of attendance, so long as we do not get notice that he has interrupted his training, until such day as he is scheduled for termination, usually at the end of a semester.

Senator Cranston. What is the average lapse of time between the enrollment and the receipt of the first check?

Mr. FARMER. Today, under the most favorable conditions, it would be a month and a half, that is, assuming that he enrolls in the middle of a month.

We will take the month of September as an example. The school turns in the enrollment certificate to us, we will say about the 18th or the 19th of the month. I am giving you the most favorable situation. We process it and get it into the computer about the 6th or 7th of October.

Now, the man is entitled to a half-month's allowance, but normally we schedule him for that check somewhere about the 10th of November. He would then get a check that would cover all of October and part of September, about the 10th of November.

If there is any delay on the part of the school, or if there is any delay on our part, it is that much longer.

Senator CRANSTON. Is there any way to speed that up? That amounts to 7 or 8 weeks for somebody who is pretty short of cash.

Mr. FARMER. Yes. This summer we did make arrangements which we are convinced will make a substantial improvement. We now have an agreement with our folks at the computer center at Hines, Ill., that they will run a cycle on fixed dates, nine of them a month, whereas before they were running only five cycles a month.

This, we are confident, will improve, so that the veteran will actually get a half-month's check sometime in October, in the example I gave you.

He would then get his October check somewhere between the 7th and 10th of November.

Senator CRANSTON. Can you give us a full report on how this new approach will work?

Mr. FARMER. Yes, sir.

Senator CRANSTON. Will you submit it for the record?

Mr. FARMER. Yes, sir.

(The information referred to, subsequently supplied, follows:)

GI BILL PAYMENT PROCEDURES

The following steps are involved in veterans obtaining educational assistance for taking college level training under the GI Bill.

1. The veteran selects his college and his program and applies for benefits to the Veterans Administration Regional Office nearest his home.
2. A certificate of eligibility is issued to the veteran if the program and institution are approved by the State Approval Agency.
3. The veteran enrolls in college and gives the certificate of eligibility to the Registrar.
4. The Registrar completes the enrollment certification on the reverse side of the certificate of eligibility and sends it to the Veterans Administration Regional Office having jurisdiction over the area in which the college is located.
5. The regional office prepares the award based on credit hours being taken and the veteran's dependency status.
6. The award is converted to computer readable input and sent to the computer payment center.
7. The computer processes the award and produces a payment tape for Treasury.
8. The payment tape is sent to the Treasury disbursing office.
9. Treasury issues a check to cover payment through the end of the last month of completed training. By law, payments may be made only after completion of the month's training.

The chart below graphically compares the old and new cycling procedures

INCREASED COMPUTER CYCLING TO ACCELERATE EDUCATIONAL ASSISTANCE PAYMENTS

Prior Cycling Procedures	New Improved Cycling Procedures (Installed April 1969)
Number of Cycles 6 cycles per month at irregular intervals.	**Number of Cycles** 9 cycles per month at regular intervals, i.e., 2 cycles per week commencing Tuesdays and Fridays.
Effect Payment mailed to payees from 4 - 11 days after transaction input to data processing center.	**Effect** Payment mailed to payees from 2 - 6 days after transaction input to data processing center.
Cause of Time Lag Awards had to await start of next computer run.	**Cause of Improvement** Shorter intervals between cycle runs.

Actual Examples Under Prior Procedures		Actual Examples Under New Procedures	
Minimum Time Lag	Maximum Time Lag	Minimum Time Lag	Maximum Time Lag
Award rec'd. 2/6	Award rec'd 1/31	By 8A.M. 7/4	Award rec'd after 8 A.M. 7/4
Cycle run starts 2/7	Cycle runs start 2/7	7/4 (6P.M.)	Cycle run starts 7/8 (6P.M.)
Pay tape to Treas. 2/10	Pay tape to Treas. 2/10	7/5	Pay tape to Treas. 7/9
Check released 2/11	Check released 2/11	7/6	Check released 7/10
Time lapse-5 days	Time lapse-11 days	2 days - Time lapse - 6 days	

Under the old system all recurring payments to college students were made on the 10th of the month after each month of completed training. Under the new system, such payments are made as soon as possible after the training month, as early as the 6th, but no later than the 10th of the following month.

Senator CRANSTON. In your prepared statement, you indicate you intend to prepare a special study with regard to the Philippine peso equivalent in dollars.

When can you submit that report?

Mr. JOHNSON. This matter is going to receive our immediate attention.

As you are well aware, Senator, the State Department has an interest in this, and as recently as yesterday, contact was made with the Department of State. They asked us to give them the opportunity within the executive councils of government to state their views, and we certainly granted that to them.

Mr. Fable, when do you think we would be able to give that to the committee?

Mr. FABLE. I hope we will be able to give that by the 15th of July. That, of course, will involve the cooperation of the State Department and the Bureau of the Budget. That would be our goal.

Senator CRANSTON. Thank you.

Mr. JOHNSON. This has been a matter of concern to the VA, and we are following through on it.

(The information referred to follows:)

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., August 1, 1969.

Hon. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: In my testimony before your Subcommittee on June 24, 1969, in regard to H.R. 6808 and other 91st Congress bills, I advised you that we were in the process of conducting a special study of the provision of H.R. 6808 which would provide that where a program of education is being pursued by an eligible veteran or person at an educational institution located in the Philippines, the educational assistance allowance of such veteran or person would be paid at the rate in Philippine pesos equivalent to $0.50 for each dollar. On that occasion I told you that we would try to complete the study and report to you by July 15th.

The study has been undertaken, but it has taken longer to resolve the matter than I originally anticipated. Because of the complexities involved it is not possible for me at this time to determine at what date you can expect to receive a report. However, I assure you of our diligent efforts to reach a solution to this matter and to report to you at the earliest possible time.

Sincerely,

FRANK B. RHODES,
Deputy Administrator
(For and in the absence of
Donald E. Johnson, Administrator).

Senator CRANSTON. Turning to Senator Kennedy's bill, can you give us the high school dropout participation rate in the post-Korean GI bill program and compare that rate with comparable prior rates of participation under the Korean conflict and the World War II program?

Mr. JOHNSON. Mr. Farmer, again.

Mr. FARMER. I can give you the participation rate of those who have not had a high school education at about 9 percent. I think it is 8.9 percent of all those eligible. That is under the current bill.

Developing data, comparable data, for World War II and the Korean conflict we found to be extremely difficult. One reason is that the types of programs offered under the three bills are a little bit difficult.

We will do our best to provide comparable data, but I can say that 9 percent of those who have not had a high school education have taken some sort of training under the current GI bill.

Senator CRANSTON. What steps is the Veterans' Administration taking to reach the high school dropout and disadvantaged veteran upon his separation from the service? Are there any special steps in that regard?

Mr. **Johnson**. The Veterans' Administration initiated a program some time ago, which has gone into the metropolitan areas, particularly, and reached the vast numbers of the educationally disadvantaged. This program has had, I believe, some degree of success.

As I indicated to you, the high school dropout in the rural areas poses a problem for us, and it is one of the things that I, personally, because of my own interest in rural America, want to take a good, hard look at and see what we can come up with.

Senator **Cranston**. When you say you go to those people, how do you go to them?

Mr. **Johnson**. Physically. We use every means at our disposal to find where they are living—telephone calls, follow-up calls, in person—and we are cooperating there, Senator, with the Department of Labor and the Civil Service Commission.

Senator **Cranston**. How many individuals from so-called minority groups have been employed as contact representatives to reach minority group members?

Mr. **Farmer**. Well, sir, that is hard to answer. One reason is that personnel records are not kept on the basis of race. As a matter of fact, our benefit records are not kept on that basis.

I will say this, that because it is useful to us in attempting to communicate, we make every effort to employ Negroes, specifically—and Mexican-Americans in the Southwest—wherever possible. Employment restrictions have been such that we haven't taken on as many new employees as we would like.

I happen to know that in San Francisco, 42 percent of the employees in the Contact Division are of some minority race, whether it be Negro or Mexican or Indian.

Senator **Cranston**. I understand you do have to submit a report to the Civil Service Commission on minority employment and that you gave some figures to this committee last year.

Could you submit for the record, after looking back at what is available to you, whatever you can in response to that question?

Mr. **Farmer**. Are you referring now specifically to the contact service?

Senator **Cranston**. I would like to ask that first.

Secondly, I would like to ask if you could supply for the record a percentage of VA employees who are of a minority race, generally.

Finally, what percentage of the top-level staff are of minority-group background?

Mr. **Farmer**. Yes; if necessary, we can make a special survey.

Senator **Cranston**. I would appreciate it if you would define "top level" in the process, sir.

Mr. **Farmer**. How would you define "top level"?

Senator **Cranston**. I think that would be for you to do.

Mr. **Farmer**. I think I understand.

Senator **Cranston**. Say, GS-14 and up.

Mr. **Farmer**. That defines it very clearly.

(The material referred to, subsequently supplied, follows:)

INFORMATION FROM THE LATEST MINORITY GROUP EMPLOYMENT CENSUS—FULL-TIME EMPLOYMENT

	Negro	Spanish-American	American Indian	Oriental	Total minority	Total employment
Overall VA employment, Nov. 30, 1967:						
Number	39,109	2,795	289	837	43,030	150,463
Percent	26	1.9	0.2	0.6	28.6	
Top level staff, grade 14 equivalent and above, as of Nov. 1967:						
Number	106	203	8	138	455	6,340
Percent	1.7	3.2	0.1	2.2	7.2	
Contact program, June 30, 1969:						
Number	148	42	6	15	211	[1] 1,187
Percent	12.5	3.5	0.5	1.3	17.8	

[1] Excludes Manila, but includes part time and temporaries.

Note: VA minority group employment statistics are compiled every 2 years incident to the Government-wide minority group employment census conducted by the Civil Service Commission. We have been informed that the next census will be made as of November 1969.

Senator CRANSTON. What new programs do you anticipate in order to attempt to substantially improve the participation in the GI bill program of the disadvantaged veterans? Do you have any thoughts on new things that could be undertaken or that you already plan to do in this regard?

Mr. JOHNSON. No, sir, Mr. Chairman. I believe this is within the purview of the special committee, and certainly we hope to develop the position paper of the VA over the next 2 weeks to bring before the special committee, and hopefully the other agencies involved will do likewise, so that we can come together and, indeed, particularly find programs in the areas of motivation.

Senator CRANSTON. Senator Schweiker asked me to submit three questions to you, Mr. Johnson.

First, H.R. 6808 prevents the Administrator from approving the enrollment of the veterans in any personality-development course, or any sales or sales management course which does not provide specialized training within a specific vocational field.

Could you explain exactly what kind of program this provision is aimed at? Would there be any adverse effect on disadvantaged veterans who are in need of courses that provide training in basic skills and personal conduct?

Mr. FARMER. I would say, unequivocally, that this would not represent any difficulty for anyone who might be regarded as disadvantaged. It is actually a liberalization over the present law. It is not designed in any way to inhibit anyone who might be characterized as disadvantaged.

Senator CRANSTON. The House Veterans' Affairs Committee considered a provision which would have required a specified refund policy for all persons not leading to a standard college degree. What is your opinion of that provision?

Mr. FARMER. We spoke favorably to that. Our official position was favoring it, but the House did not choose to accept it.

Senator CRANSTON. What would be the recommendation of the VA regarding educational benefits for two classses of veterans no longer covered by the GI bill: (a) those who have not completed eighth grade, and (b), those who have completed eighth grade but need refresher or remedial schoolwork to enter high school?

Mr. **Farmer.** In essence, that would be Senator Dominick's bill, and we intend to incorporate that in the presidential study and render a report on it.

Senator **Cranston.** Are there any questions that the staff would like to have asked for the committee minority?

If not, I think that covers what we have today. I thank you very much for your presence. I look forward to working with you and seeing a lot more of you. I wish you well.

Mr. **Johnson.** Thank you, Senator. It has been a pleasure to appear before your committee.

Senator **Cranston.** Our next witness is Dr. James E. Allen, Jr., Assistant Secretary and Commissioner of Education in the Office of Education, Department of Health, Education, and Welfare.

Senator **Cranston.** Dr. Allen, I am delighted to welcome you to this committee. I, and many, many others, were pleased with your availability and your appointment to your present position. I wish I were on the Education Subcommittee so I could deal more directly with you, but I look forward as a full committee member to associating with you and working with you in that field.

We are delighted to have the benefit of your views in this particular veterans area.

STATEMENT OF HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION, AND U.S. COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION

Dr. **Allen.** Thank you very much, Senator, for those remarks and for the opportunity I have to appear before the committee this morning.

I have with me Mr. Alford, who is Assistant Commissioner for Legislation in the Office of Education.

May I say, Mr. Chairman, that the statement that I am reading from is slightly different from the one on file, not in substance, but in the way in which I have reorganized it.

I welcome this opportunity to discuss with you the various proposals to extend and improve the programs and benefits for our service veterans. The committee members are to be commended for their concern in this important area. Experiences after World War II and the Korean war proved that special educational programs for the returning veterans were not only of great value to the returnees, but also of inestimable value to society. It is of utmost importance, therefore, that the Vietnam era returnees receive at least equal attention and assistance as they make plans to return to civilian life.

A Department of Defense profile of separatees as of April 1969 reveals the following pertinent data about the men now leaving the service: 89 percent of the separatees are white; 11 percent of the separatees are nonwhite; the average age at separation is 23; 26.5 percent have had more than 12 years of education; 50.3 percent have had 12 years of education; 20 percent have had 9 to 11 years of education; 3 percent have had 7 to 8 years of education; and 0.2 percent have had 6 years or less of education.

The figures cited above on the educational level of current dischargees differ significantly from those reported for veterans leaving the service between January 1966 and June 1967. Of these veterans, 17.3 percent had been to college. The major increase in dischargees with college attendance may be due to the high draft calls in 1966 and 1967.

In comparison with returnees from prior conflicts, the figures show that recent returnees have a higher level of education. For example, better than three-fourths have graduated from high school.

In fact, the education level of veterans seeking training under the cold war GI bill has been significantly higher than that of separatees in general. For example, at the time of application for cold war GI benefits, veterans seeking training had attained the following educational levels: 12.2 percent had 4 or more years of college; 16.9 percent had 1 to 3 years of college; 62.7 percent had 4 years of high school; 6.7 percent had 1 to 3 years of high school; and 1.5 percent had none to 8 years of elementary school.

Thus, under the new GI bill only 8.2 percent of the applicants have less than a high school education. This compares with nearly half, 45.2 percent, of the World War II trainees and about 1 in 4, 29 percent, of the Korean conflict trainees.

As the committee knows, chapter 34, as amended in 1967 by Public Law 90–77, offers special inducements to encourage educationally disadvantaged veterans to pursue education and training. These veterans may complete high school or take refresher and deficiency courses at the college level without charge to their entitlement. However, even with this expanded authority, substantial numbers of inadequately educated veterans are not taking advantage of these benefits. Since 1966, 11 percent of the educationally disadvantaged veterans have sought Veterans' Administration assistance; however, only 4 percent have actually entered training.

As a result of his deep concern over this situation, President Nixon announced the appointment on June 5, 1969, of a special President's Committee on the Vietnam Veteran and directed it to seek ways in which the Government's program of educational benefits can be further improved and made more readily available to the largest possible number of Vietnam veterans. Secretary Finch is a member of that Committee.

The President's Committee is expected to seek answers to these major questions:

How can we help more veterans to benefit from existing programs?

What better programs can be designed to help those veterans most in need of help—the undereducated, the poorly educated, the hitherto unemployed or underemployed?

I am pleased to note that the bills before the subcommittee are also addressed to these questions.

S. 338 would make cold war GI benefits more attractive by an across-the-board increase of $60 per month for full-time institutional training, and proportional increases for other types of GI training.

Such an increased allowance recognizes the fact that the student costs of higher education are continuing to rise at a sharp rate.

I might say, Mr. Chairman, I think it is important to note not just the actual increase in figures that mark the sharp increase in the cost of higher education, but also the percentage increases.

There have been very substantial increases. I believe since 1960 the percentage increase in the public institutions in the total tuition, board, and room has been more than 40 percent, and for private institutions something like 67 percent, and this is only part of higher education costs.

I would like to submit for the record up-to-date tables on the increased costs of higher education.

Senator CRANSTON. Would it be possible for you to include in those figures projections for the next few years?

Dr. ALLEN. Yes.

(The tables referred to follow:)

ESTIMATED AVERAGE CHARGES (CURRENT DOLLARS) PER FULL-TIME UNDERGRADUATE RESIDENT DEGREE CREDIT STUDENT IN INSTITUTIONS OF HIGHER EDUCATION, BY INSTITUTIONAL TYPE AND CONTROL: UNITED STATES, 1952-53 TO 1967-68 PROJECTIONS (CONSTANT 1967-68 DOLLARS) TO 1977-78

[Current unadjusted dollars]

	Tuition, board, and room				
	All	University	Other 4-year	2-year	Percent of 1952-53
1952-53:[1]					
Public	$718	$738	$634	$489	
Nonpublic	1,219	1,385	1,126	741	
1953-54:[1]					
Public	736	765	653	501	102.5
Nonpublic	1,280	1,458	1,187	810	105.0
1954-55:[1]					
Public	744	783	664	507	103.6
Nonpublic	1,326	1,514	1,232	868	108.8
1955-56:[1]					
Public	758	806	[2] 666	517	105.6
Nonpublic [2]	1,338	1,516	1,243	871	109.8
1956-57:[2]					
Public	764	810	668	522	106.4
Nonpublic	1,350	1,518	1,254	874	110.7
1957-58:[1]					
Public	769	814	670	526	107.1
Nonpublic	1,361	1,520	1,264	877	111.6
1958-59:[1]					
Public	794	847	700	544	110.6
Nonpublic	1,437	1,610	1,340	956	117.9
1959-60:[1]					
Public	820	881	730	563	114.2
Nonpublic	1,513	1,701	1,416	1,036	124.1
1960-61:[1]					
Public	845	915	759	582	117.7
Nonpublic	1,591	1,793	1,494	1,117	130.5
1961-62:					
Public	869	947	788	599	121.0
Nonpublic	1,666	1,882	1,570	1,198	136.7
1962-63					
Public	901	986	814	615	125.5
Nonpublic	1,724	2,022	1,608	1,271	141.4
1963-64					
Public	926	1,026	846	630	129.0
Nonpublic	1,815	2,105	1,700	1,313	148.9
1964-65					
Public	950	1,051	867	638	132.3
Nonpublic	1,907	2,202	1,810	1,455	156.4
1965-66 [2]					
Public	982	1,104	901	670	136.8
Nonpublic	2,004	2,315	1,896	1,557	164.4
1966-67					
Public	1,026	1,171	947	710	142.9
Nonpublic	2,124	2,456	2,007	1,679	174.2
1967-68 [1]					
Public	1,076	1,236	997	744	149.9
Nonpublic	2,259	2,617	2,139	1,812	185.3

PROJECTED [3]

[Constant 1967–68 dollars]

	Tuition, board, and room				
	All	University	Other 4-year	2-year	Percent of 1968–69
1968–69					
Public	$1,092	$1,262	$1,020	$757	
Nonpublic	2,326	2,697	2,207	1,891	
1969–70					
Public	1,110	1,288	1,043	770	101.6
Nonpublic	2,391	2,777	2,274	1,968	102.8
1970–71					
Public	1,126	1,313	1,067	783	103.1
Nonpublic	2,458	2,857	2,341	2,047	105.7
1971–72					
Public	1,144	1,340	1,090	795	104.8
Nonpublic	2,524	2,936	2,409	2,125	108.5
1972–73					
Public	1,160	1,366	1,114	808	106.2
Nonpublic	2,591	3,016	2,477	2,202	111.4
1973–74					
Public	1,178	1,391	1,137	821	107.9
Nonpublic	2,656	3,095	2,545	2,281	114.2
1974–75					
Public	1,194	1,418	1,160	834	109.3
Nonpublic	2,723	3,175	2,612	2,359	117.1
1975–76					
Public	1,212	1,444	1,184	847	111.0
Nonpublic	2,789	3,255	2,680	2,437	119.9
1976–77					
Public	1,228	1,469	1,208	860	112.5
Nonpublic	2,856	3,335	2,748	2,514	122.8
1977–78					
Public	1,246	1,495	1,230	873	114.1
Nonpublic	2,922	3,415	2,816	2,592	125.6

[1] Estimated.

[2] Interpolated.

[3] The projection of basic student charges is based on the assumption that these charges will continue to increase through 1977–78 as they did during the base years of 1961–62 through 1964–65 and 1966–67, in constant dollars.

Note: Data are for 50 States and the District of Columbia for all years.

Sources: U.S. Department of Health, Education, and Welfare, Office of Education publications: (1) "Higher Education Basic Student Charges," 1961–62 through 1964–65 and 1966–67, and (2) "Opening (Fall) Enrollment in Higher Education," 1961 through 1964 and 1966.

Dr. ALLEN. S. 2361 is designed to assist veterans with academic deficiencies to qualify for and pursue college courses through the development of programs for special counseling, tutorial or other educational services at institutions of higher education. It is my understanding that this proposed program would be similar to the program of special services for disadvantaged students which was enacted as part of the Higher Education Amendments of 1968, although it would be limited to veterans.

A number of undergraduate colleges throughout the country have mounted their own special services programs involving counseling, tutorial work, remedial English, and other kinds of special services to students they have admitted on the basis of potential, as high risk students.

The new program of special services, administered by the Office of Education, seeks to build on these collegiate examples. It is hoped that proposals funded under this program will assist the disadvantaged student in adjusting to his new environment and academic life, while simultaneously encouraging colleges and universities to attempt new solutions and to search for new educational techniques which are especially suited to the need of the disadvantaged student. Although this new program has not been funded, $10 million is being requested for its support in fiscal year 1970.

There are a few similar programs presently being conducted for disadvantaged veterans. Webster College, in Missouri, has developed a program known as VAULT, veterans accelerated urban learning for teaching. It is designed to provide college training for veterans who plan to become teachers. Fewer than 50 are engaged in this experimental effort. Another program, sponsored by City University of New York at Fort Dix, is intended to prepare 22 participants for college entrance.

The Office of Education has a career opportunities program for 200 disadvantaged veterans. While in college, they work in several large city school systems as paraprofessionals. In addition, the Department of Labor, in conjunction with the Department of Health, Education, and Welfare, provides a number of special programs available to veterans under the Manpower Development and Training Act.

Obviously, however, these efforts are not enough and it is good to know that this committee is giving special attention to the problem, particularly with respect to the educationally disadvantaged.

I would also like to comment briefly on S. 2036, which would authorize educational assistance to veterans attending elementary school. As the educational statistics I cited earlier show, the education level of Vietnam era veterans is higher than that of veterans of preceding conflicts. However, not all military personnel have completed the eighth grade; those that have not are not eligible to receive elementary level training under current law.

It seems totally reasonable to me that they should receive Federal assistance to complete their elementary education, as Korean war veterans did. S. 2036 would authorize such assistance, without jeopardizing subsequent higher education benefits for which the returnee might be eligible upon completion of elementary school and high school. This proposal, which would be of little cost to the Federal Government, could be of significant importance to extremely educationally disadvantaged veterans.

All of the concerns to which these bills address themselves, and undoubtedly other concerns, will be the subject of study by the President's recently established committee to which I have referred. I hope this committee will report its recommendations as early as possible. In the meantime, it is our position that action on the measures now before you might well await the results of the study by the President's Committee.

I have directed the appropriate units in the Office of Education to work closely with the Veterans' Administration, with State departments of education, and with the educational institutions to see that veterans are fully informed of the opportunities for training available to them, that these opportunities are provided with maximum benefit to the individuals involved, and that the institutional problems that may be created by a large influx of unexpected students are minimized. The Office of Education will urge the schools and colleges to repattern and restructure their courses, wherever needed, and to make them relevant to the needs of today's veterans.

Again, I would like to commend the committee for its interest in the area of veterans' education. As President Nixon has noted, "It is our hope that there will come a day when the benefits of peace will convince men and nations of the folly of war; until then, we must make certain that the benefits we offer reflect our pride in our veterans and our gratitude for their sacrifices."

Thank you, sir.

Senator CRANSTON. Thank you very much Dr. Allen.

(The prepared statement of Dr. Allen follows:)

PREPARED STATEMENT OF HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION AND U.S. COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and Members of the subcommittee; I am happy to be here today to discuss with you several proposals concerning the veterans educational program. I wish to commend the Subcommittee for its concern in this highly important area. Our experiences after World War II and the Korean War proved that returning veterans could be a significant national resource. This country must do everything in its power to assure that Vietnam Era returnees receive equal attention and assistance in developing into similarly productive citizens.

A Department of Defense profile of separatees, as of April 1969; reveals the following pertinent data about the men now leaving the service:

89 percent of the separatees are white.
11 percent of the separatees are nonwhite.
The average age at separation is 23.
26.5 percent have had more than 12 years of education.
50.3 percent have had 12 years of education.
20.0 percent have had 9–11 years of education.
3.0 percent have had 7–8 years of education.
0.2 percent have had 6 years or less of education.

These statistics mean that returnees have a higher level of education—better than three-quarters have graduated from high school, at least—than veterans who have returned from prior conflicts.

The education level of veterans seeking training under the Cold War GI Bill has been significantly higher than that of the separatees in general. A comparison of the following tabular listing with the foregoing listing will illustrate this point. At the *time of application* for Cold War GI benefits, veterans seeking training had attained the following eduactional levels:

1.5 percent had none to 8 grades.
6.7 percent had 1 to 3 years of high school.
62.7 percent had 4 years of high school.
16.9 percent had 1 to 3 years of college.
12.2 percent had 4 or more years of college.

Very few of the trainees under the new GI bill (8.2 percent) have less than a high school education. This compares with nearly half (45.2 percent) of the World War II trainees and about 1 in 4 (29 percent) of the Korean conflict trainees. Yet, Chapter 34, as amended in 1967 by Public Law 90–77, offers special inducements to encourage educationally disadvantaged veterans to pursue training. These veterans may complete high school or take refresher and deficiency courses at the college level without charge to their entitlement. Even with this expanded authority, sustantial numbers of inadequately educated veterans are not taking advantage of these benefits.

President Nixon has expressed his concern that greater numbers of Vietnam Era veterans have not availed themselves of GI programs. On June 5, 1969, he appointed a special President's Committee on the Vietnam Veteran and directed it to find ways in which the efforts of the Veterans Administration and the Federal Government in general can be improved and made available to the largest possible number of Vietnam veterans. The Secretary of Health, Education, and Welfare is a member of that Committee. He is deeply interested in the question, in his official capacity and as a veteran who attended college using the GI Bill.

The President's Committee is expected to provide answers to three major questions:

How can we help more veterans to benefit from existing programs?

How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?

How can we improve the overall program of veterans benefits so that it meets the specific challenges of our society and the needs of the veterans?

I recognize that the bills before the Subcommittee are also addressed to these three questions. S. 338 would make Cold War GI benefits more attractive by an across-the-board increase of $60 per month for full-time institutional training, and proportional increases for other types of GI training. It is true that the costs of higher education are constantly rising.

I believe it would be unwise to increase veterans education benefits until we have a better understanding of the situation prevailing today with respect to the use of those benefits. I have seen quite often in Government that money alone is an often ineffective solution to apparent problems. Since I joined the Department on May 1, I have had under review a number of educational problems. High on the list is veterans education. I will be fully involved in the Presidential study and work closely with the Veterans Administration, to see that veterans get the education they deserve. Surely the current low rate of use has a number of reasons behind it, not necessarily only monetary reasons.

Many of the college and technical schools which receive grants from Office of Education programs enroll veterans. Clearly the Office of Education should work with those institutions and the State departments of education to see that the veterans are educated effectively and that institutional problems created by a large influx of unexpected students are minimized.

I think the study will show the need for the greater involvement of institutions of learning and the private sector generally in the process of veterans demobilization and for closer work between our office and the Veterans Administration. While the study is underway, I intend to take whatever administrative actions are necessary to aid the Veterans Administration and the institutions of learning in their work.

The other bill to which I was asked to address myself, S. 2361, is designed to assist veterans with academic deficiencies to qualify for and pursue courses of higher education through the development of programs for special counseling, tutorial, or other educational services at institutions of higher education. It is my understanding that this program would be similar to the program of Special Services for Disadvantaged Students which was enacted as part of the Higher Education Amendments of 1968, although the bill before this Committee would be limited to veterans.

A number of undergraduate colleges in this country have mounted their own special services programs involving counseling, involving tutorial work, involving remedial English and other kinds of special services to students they have admitted on the basis of potential, as "high risk" students. The new program of Special Services, administered by the Office of Education, seeks to build on these collegiate examples. It is hoped that proposals funded under this program will assist the disadvantaged student in adjusting to his new environment and academic life, while simultaneously encouraging colleges and universities to attempt new solutions and to search for new educational techniques which are especially suited to the needs of the disadvantaged student. Although this new program has not yet been funded, $10 million is being requested for its support in Fiscal Year 1970.

There are a few similar programs which are already being conducted for disadvantaged veterans. Webster College, in Missouri, has developed a program known as VAULT (Veterans Accelerated Urban Learning for Teaching). It is designed to provide college training for veterans who plan to become teachers. Fewer than 50 are engaged in this experimental effort. Another program, sponsored by City University of New York at Fort Dix, is intended to prepare 22 participants for college entrance.

The Office of Education in its Career Opportunities Program has a Veterans in Public Service Program (VIPS) for 200 disadvantaged veterans. While in college training, they work in several large city school systems as paraprofessionals. The 1970 budget anticipates increasing the number of veterans to 2,000. In addition, the Department of Labor, in conjunction with the Department of Health, Education, and Welfare, provides a number of programs under the Manpower Development and Training Act.

Obviously, however, a great deal of attention needs to be paid to the disadvantaged veteran and his return to civilian life. S. 2361 would provide such attention. However, I would urge the Subcommittee to defer consideration of this proposal until the report of the President's Committee on the Vietnam Veteran, as this is a problem they will be studying thoroughly. A program of special services for disadvantaged veterans, to assist them in entering and remaining in college, may well prove to be merely one piece in the much larger picture of needed legislation to encourage the utilization of available benefits.

I would also like to comment briefly on S. 2036, which would authorize educational assistance to veterans attending elementary school. As the educational statistics I cited earlier show, the education level of Vietnam Era veterans is higher than that of veterans of preceding conflicts. However, not all military personnel have completed the eighth grade; those that have not are not eligible to receive elementary level training under current law. It seems totally reasonable to me that they should receive Federal assistance to complete their elementary education, as Korean War veterans did. S. 2036 would authorize such assistance, without jeopardizing subsequent higher education benefits for which the returnee might be eligible upon completion of elementary school and high school. This proposal, which would be of little cost to the Federal Government, could be of significant importance to extremely educationally disadvantaged veterans. Of course, this will be among the problems studied by the Committee.

Again, I would like to commend the Committee for its interest in the area of veterans education. As President Nixon has noted, "It is our hope that there will come a day when the benefits of peace will convince men and nations of the folly of war; until then, we must make certain that the benefits we offer reflect our pride in our veterans and our gratitude for their sacrifices."

Senator CRANSTON. Thank you very much, Dr. Allen.

In your statement, you said that with the expanded GI bill as it exists, substantial numbers of uneducated veterans are not taking advantage of these benefits. And you state that it is true that the costs of higher education are constantly rising.

First, could you tell us what the average general cost of higher education is today as compared with 1967, when the rates were last raised, and 1952, when the Korean rates were established?

Dr. ALLEN. I don't have the figures for 1952, Mr. Chairman, but I will submit those to you. I believe I heard this morning that you had received them from the Office, but I do not have a copy of those available.

Senator CRANSTON. That was from the Library of Congress. But we would like to see what you come up with.

Dr. ALLEN. We will get those. The figures I have are for total tuition, board, and room. They are the estimated average charges in current-year dollars per full-time undergraduate-degree-credit-student in institutions of higher education by type, that is, public or private, as reported to the Office of Education. They show that in 1957-58 the total tuition, board, and room averaged $769 for a public institution, $1,361 for nonpublic, and 10 years later, 1968–69, public was $1,092, and nonpublic was $2,326.

When I saw these programs, these figures seemed to me to be conservative. I emphasize they include all types of institutions in the country, some of which charge little or no tuition.

I would emphasize also the fact that they do include only tuition, board, and room, which, of course, is only a part of the cost of going to college.

Senator CRANSTON. Can you give us figures that are comprehensive?

Dr. ALLEN. We will give you a complete table.

Dr. ALFORD. Mr. Chairman, may I comment?

I am not sure we can give in dollar terms, figures that are much more comprehensive than we have given here, because we are dependent on figures institutions furnish us.

We have no good data on the total costs of going to college. We can try to find that.

Perhaps what would be more significant would be the percentage changes in the figures we have in our tables, because they are comparable for the years concerned.

Senator Cranston. Thank you.

Could you respond, Dr. Allen, to the question I posed to Mr. Johnson regarding why, if increased education and training allowance rates are necessary to make up for the rapidly increasing costs of education and training—and there was a point conceded by Mr. Johnson that there is a lag here—why should the veterans be subjected to inadequate rates while the Presidential Committee studies their inadequacy, when a full year of delay could follow from delay in action now by the Congress?

Dr. Allen. Of course, I do not think it is a good thing to have a continuing delay here, because I think the problem is very serious. But the President has set up this committee. I would hope that the Committee might have some answer to that question even before the beginning of this academic year, so that some action could be taken by Congress.

At any rate, we certainly ought to have a recommendation from this committee as early as possible, so that there will be no further delay in correcting the apparent deficiency.

Senator Cranston. In your statement, you refer to the new program of special services administered by the Office of Education for what are called high-risk students.

If this program is funded, do you anticipate that its substantive authority is adequate to carry out the purposes outlined in S. 2361?

Dr. Allen. Yes; I think so, with the possible exception of the high school programs. I think that they are; yes.

Senator Cranston. Is more needed for the high school programs?

Dr. Allen. I think we would need some additional authority in that area, but I believe we should get you some kind of special memorandum on that.

Senator Cranston. Would you do, that, please, and supply it?

Dr. Allen. Yes.

(The memorandum referred to, subsequently supplied, follows:)

Memorandum From Department of Health, Education, and Welfare, Office of Education re Special Services for Disadvantaged Students

There is only one possible difference between S. 2361 and the program of Special Services for Disadvantaged Students, now authorized, in addition to the fact that S. 2361 applies only to veterans while our program applies to the total range of disadvantaged, including veterans who fall into that category. Both use the same definition of educational deficiency.

Our program does require the participant to be enrolled or accepted at the institution of higher education providing the training. S. 2361 would authorize the establishment of secondary school remedial programs which would prepare educationally deficient veterans for enrollment in that institution or another institution. Our authority is probably not broad enough at present to establish a general preparatory program in colleges or universities of the type envisioned in S. 2361.

We do have this kind of authority in the Upward Bound Program, but it is focused on secondary school aged youth and not particularly useful for veterans.

Senator Cranston. Could you describe in greater detail the career-opportunities program in the teachers program? What difficulties have been encountered in training these veterans to teach, in placing them, and their retention on their jobs, and in originally recruiting them?

Dr. **Alford.** I am not involved in the actual administration of the program, but I think I can give you some figures on it.

This, of course, is a new program. The initial phase of the program, VIPS, Veterans in Public Service has only been in operation 1 year, and was carried out by a grant under our research funds. We made a contract with the Research Council for the Great Cities to administer this program—a grant of $600,000.

It was operated in eight cities last year, and there will be a ninth city. These cities are Cleveland, with 20 participants, New York City with 25, Detroit with 24, St. Louis with 25, Memphis with 20, Miami with 16, Omaha with 25, and Chicago with 25. San Francisco would come into the operation in August with 24 participants.

These programs benefit approximately 200 veterans. They are designed to bring the veterans into the teaching program as aides or paraprofessionals. The VIPS program has been closely related to the Teacher Corps program.

It is felt that through this type of device veterans can be brought into a teaching program as aides in the early stages as they are starting to college. We are picking up veterans as freshmen or entering students in the college. They will have their professional competencies gradually increased through the early years. Then by the time they reach junior status, for example, it is possible under our existing legislation to bring them formally under the Teacher Corps program itself or the upper level career opportunities program.

The more comprehensive career opportunities program, which is not in operation as yet, but which we are proposing to bring into operation beginning in the summer of 1970, would build somewhat upon this base, but would be a broader and more diversified program. And this one, if it is funded, and if it is carried out as anticipated, would involve about 5,500 persons altogether, of which about 2,000 would be veterans. In contrast with the nine that you have operated in the Veterans in Public Service, you would have about 110 programs operating around the country. But they would follow the same pattern, essentially, bringing the veteran into a lower level of participation, and then work them, through expanded experience, into more professional activities, and ultimately, hopefully, into the teaching profession itself.

Senator **Cranston.** What are the prospects for expanding this program?

Dr. **Alford.** You mean in the sense of our hopes?

Once again, we are faced with budgetary problems. As I understand the career opportunities program, it would call for about a $23 million expenditure the first year, and so we are dependent upon what we get in the appropriations process to see where we go on this program. Of this amount, $10 million has been requested specifically for veterans for fiscal year 1970.

Senator **Cranston.** What has been the cost of the 200?

Dr. **Alford.** $600,000 for the program that was operated this fiscal year.

Senator **Cranston.** What part does the Veterans' Administration play in this program?

Dr. **Alford.** I think they are involved in the selection, calling this program to the attention of the veterans.

Once again, I am not familiar enough with the actual operation of the projects to give you real insight into this. We could give you, perhaps, a more expanded statement in memorandum form, if this would be satisfactory.

Senator CRANSTON. We would be interested in that.

(The information subsequently supplied follows:)

THE VIPS PROGRAM

The Veterans in Public Service (VIPS) is a pilot program initiated in July 1968 through a $600,000 grant from the U. S. Office of Education (Bureau of Research) to the Great Cities Research Council. The purpose of the program is to enable 20 to 25 low income Vietnam returning veterans in nine major U.S. cities to become teachers. Each participant has the opportunity to work in a local school as a eacher assistant while being enrolled at college or university.

The veterans are recruited locally. In order to qualify, they must have no more than a high school diploma or its equivalent and have inner-city backgrounds, preferably in the particular city where they are to work.

Employed by the local school system, the participating veterans work a 5 day, 30 hour week and are paid the on-going paraprofessional rate. The school system is reimbursed with grant funds at the rate of $3,900 per man, per year. Additional costs are borne by the school. Whenever possible, the teaching veterans are attached to Teacher Corps teams. In the cities where this is not possible, comparable supervisory arrangements are made.

Veterans, in addition to teaching are enrolled in a local college or university, participating in a program with a specially designed curriculum leading to an Associate degree in two years. A variety of programs, including the Teacher Corps is available to help them through the remaining two years of college study for a bachelor's degree. G.I. benefits are utilized to pay for the cost of the education.

From the inception of VIPS, the Veterans Administration and the Department of Defense, although not officially involved in the program, have been kept fully informed about its progress and whenever possible have been invited to participate in conferences and planning sessions. The Depatrment of Defense, through its Project Transition has assisted in the selection and recruitment of eligible returning from Vietnam. Servicemen are advised on base of the opportunity. In addition, the Benefits Department of the Veterans Administration has expedited the approval of GI benefits for VIPS participants, and has assisted in the identification of candidates.

Funding for 1969–70 for the nine pilot programs will be provided by the Veterans in Education program of the Bureau of Educational Personnel Development of the U.S. Office of Education. New contracts will be negotiated with each of the current nine cities to continue the program at its present level from September 1, 1969 to August 31, 1970.

Following are brief descriptions of the programs in each of the nine participant cities:

Chicago started its program on October 15, 1968, with 25 veterans. Twelve men were assigned to the Westinghouse Vocational High School. The remaining 13 men were assigned to 6 elementary schools, all of them inner-city schools. At least 4 of the VIPS can understand and speak Spanish. Many of them were born in Chicago, and a number live in the same neighborhood as the school in which they work. All are attached to Teacher Corps teams and participate in its activities under team leader direction. College instruction is provided by he Chicago Consortium.

The veterans assist teachers in the classrooms to which they are assigned by tutoring small groups within the classroom, working with audio-visual materials and maintaining discipline. At the Westinghouse Vocational High School, the VIPS work with the shop teachers in assisting students, maintenance of equipment and relevant assignments. It is hoped that all of them will become cerified vocational education teachers.

Omaha began its program on October 15, 1968, with 14 veterans out of its allocation of 25. The remaining 11 began with the January semester. Almost all of them lived and attended school in Omaha before they entered the service. They are assigned to inner-city elementary schools under the general supervision of the principals in those schools. The veterans assist teachers, and also work on community projects with Teacher Corps teams to which they are attached. Most of them live near the schools to which they are assigned.

VIPS are enrolled in the University of Nebraska at Omaha and attend three courses a semester. Some of their classes are taught by Teacher Corpsmen.

St. Louis started its program on October 28, 1968, with 25 veterans. The men are assigned to 11 elementary schools. They are supervised by the school principal and his assistants. They work with the teachers, performing instructional duties. All of them had a high school diploma or its equivalent, and are enrolled as full-time students at Webster College. Webster offers an experimental, accelerated educational program especially designed to permit veterans to earn a bachelor's degree in 2½ years (Project VAULT). Because of the intensity of this program, there is little community activity participartion and the public school work week has been cut from 30 hours to 15.

Memphis started its program on November 1, 1968, with 20 veterans attending a preservice course of study. They are assigned to five inner-city elementary schools as physical education assistants. All are attached to Teacher Corps teams and participate with them in community projects. The VIPS work with all grade levels. The enrollment of each school determines the number of times a week each class has the assistance of VIPs. Memphis does not have regularly assigned physical education teachers, and the training of VIPS to fill this need is an important contribution to the school system. VIPS are enrolled in Memphis State University for a specially developed course of study.

Miami began its program on January 2, 1969, with only 16 out of a requested 20 veterans. Recruiting difficulties resulted in the adoption of the lower number. The men are assigned in groups of four to four inner-city elementary schools. Each group is supervised by a Teachers Corps team leader. The veterans, all of whom have a high school diploma or its equivalent, work as teacher assistants in the classroom, and with the Teacher Corps community projects. They are also enrolled in Miami-Dade Junior College for two years with the prospect of going on to Miami University for study leading to a bachelor's degree and teacher certification.

Cleveland began its program on January 6, 1969, with 20 veterans, all with a high school diploma or its equivalent. The men are assigned to 3 inner-city junior and 2 senior high schools but will be attached to Teachers Corps teams and participate in Teacher Corps community projects. The men will be trained to become industrial arts teachers, and their Akron University courses will reflect this major emphasis. Classroom teaching orientation is to be obtained under selected industrial arts teachers, and will include methods of organizing, distributing and using machine tools of several varieties.

Detroit recruited 24 veterans in January 1968, among them a woman veteran, the only one in the program. Eighteen were assigned to elementary schools—2 to a school; six, lacking GED, were assigned to the Urban Adult Education Institute, a special Board of Education project. All are enrolled in Oakland Community College, with assurance that their credits will be accepted at the end of 2 years by Wayne State and other 4-year institutions. Supervision is provided by a staff coordinator in each school and by a city wide coordinator. They are not attached to Teach Corps teams.

New York City began its program in January 1969, with 25 veterans. They were assigned to Harlem schools: I.S. 201, I.S. 45, and I.S. 120. They were enrolled at NYU. Supervision is provided by the assistant principal in each school and by a city wide coordinator. They are not associated with Teacher Corps teams.

San Francisco is scheduled to begin its program in August 1969 with 24 veterans. The delay was caused by the delay in starting the Teacher Corps program at San Francisco State College. Veterans will be linked to the Teacher Corps and encouraged to enter the Teacher Corps undergraduate program in their junior year.

Senator CRANSTON. Your statistics at the top of page 2 in your statement give a profile of the educational background of those who applied for the cold war GI bill.

We know that as of April 1969, of the more than 1 million applications which represent 24.5 of those eligible, only 1,148,458, or 18.7 percent, actually entered a program of education or training.

Indications are that a high proportion of those who applied but did not enter were those who had not completed high school.

Do you have a profile of the educational background of those who actually participated?

Dr. Allen. I don't think we do. You might get that from the Veterans' Administration, but I don't think we do. These figures are from their reports.

We will be glad to inquire into that and see if we can't get it.

(The material referred to, subsequently supplied, follows:)

Educational level of trainees at time of application, Apr. 30, 1969

Years of school:	*Percent*
0 to 8	1.5
9 to 11	6.7
12 (high school graduates)	63.7
13 to 15	16.5
16 (college graduates)	7.8
17 or more	3.8

Source: Veterans' Administration, Information Bulletin 24–69–3, May 27, 1969, table 6.

Dr. Allen. At the time of application about 8.2 percent of those that apply have not finished high school.

Senator Cranston. The point is, though, that a number don't participate, even though they do apply.

Dr. Allen. I see, you mean the ones who do not actually get into the program.

Senator Cranston. Yes.

Dr. Allen. I don't know what percentage that will be. I don't have those figures. Let us look into that and see.

(The information referred to, subsequently supplied, follows:)

According to the Veterans' Administration, as of June 30, 1969, approximately 72 percent of the applicants for training had actually begun to train. This should not be viewed as an attrition figure, however, since applicants may delay entering training for long periods. A real attrition rate could only be calculated at the end of the program.

Senator Cranston. Would there be an overlap between S. 2631 and other educational programs, for example, public service grants?

Dr. Allen. I am sure it wouldn't be with the educational opportunity grants. I don't know about the other. Let us check that for you.

Senator Cranston. Yes.

(The information referred to, subsequently supplied, follows:)

Memorandum From the Department of Health, Education, and Welfare, Office of Education, Re Overlap Program With S. 2361

The only program which might overlap in authority the provisions of S. 2361 is our Special Services for Disadvantaged Students Program. The program established by the Higher Education Amendments of 1968 provides, among other things:

(A) counseling, tutorial, or other educational services, including special summer programs, to remedy such students' academic deficiencies,

(B) career guidance, placement, or other student personnel services to encourage or facilitate such students' continuance or reentrance in higher education programs, or

(C) identification, encouragement, and counseling of any such students with a view to their undertaking a program of graduate or professional education.

While this program would not permit special treatment of veterans, as such, those from disadvantaged beckgrounds would be eligible to participate. In practice, it is quite likely that the two programs would operate almost exactly alike, in spite of some differences in wording.

Senator **Cranston**. Are you planning to ask for an appropriation of $23 million for the career opportunities program?

Dr. **Allen**. We have asked for—just a minute.

Mr. Alford?

Dr. **Alford**. We have requested this amount for fiscal year 1970.

Senator **Cranston**. Have you planned what perecntage of whatever you asked for will be earmarked for veterans?

Dr. **Alford**. Yes, approximately 40 percent in the current thinking.

Senator **Cranston**. Were there any questions to submit from the minority side?

I think that completes the questions we have for you at this point. I appreciate your participation, again.

Before we recess these hearings until 9:30 tomorrow in this room, I would like to indicate who will be heard from tomorrow.

First, Senator Kennedy of Massachusetts will tentatively appear.

Second, Joseph Cannon, director, veterans affairs program, National Urban League.

Third, Dr. Paul Cook, president of the District of Columbia Teachers College, former national chairman of the American Veterans Committee and currently a member of the board of the AVC, who will be accompanied by Irving Panzer, legislative chairman, AVC.

Fourth, Francis W. Stover, director, national legislative service, Veterans of Foreign Wars.

Fifth, Donald W. White, director of the VAULT program, Webster College, St. Louis, Mo.

Sixth, Ralph E. Rossignulo, national director of programs, AMVets.

Seventh, C. W. Dalbey, State supervisor of agricultural education, State department of public instruction, Des Moines, Iowa, representing the American Vocational Association.

Eighth, we will hear the witness who was expected to testify this morning, Edwin Christiansen, vice president of the National Farmers Union and president of the Minnesota Farmers Union.

With that, we will now recess until 9:30 tomorrow morning in this room.

Thank you all very, very much.

(Whereupon, at, 12:20 p.m., the subcommittee recessed, to reconvene at 9:30 a.m., Wednesday, June 25, 1969.)

EDUCATION AND TRAINING FOR VETERANS

WEDNESDAY, JUNE 25, 1969

U.S. SENATE,
SUBCOMMITTEE ON VETERANS' AFFAIRS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 6202, New Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston (presiding), Yarborough, Saxbe, and Bellmon.

Also present: Senators Kennedy, and Eagleton.

Committee staff present: Robert O. Harris, staff director; Jonathan R. Steinberg, counsel; Phyllis Rock, professional staff member, and JoAnn Newman, minority staff member.

Senator CRANSTON. The committee will please come to order.

This morning we resume hearings on five bills relating to veterans' education and training programs:

S. 338 along with the amendment offered by Senator Yarborough, on his and my behalf, yesterday, S. 1998, S. 2036, S. 2361, and H.R. 6808.

Before I call upon our first witness for this morning's testimony, I thought some very brief comments on yesterday's testimony would be in order. In effect, the administration recommended to us yesterday that Congress defer consideration of all significant veterans' legislation until it had received the report of the Special Presidential Committee on the Vietnam Veteran. Although I can understand the reasons behind this recommendation, I do not believe that the subcommittee can ignore or defer its basic responsibility of evaluating the legislation before us and of determining whether or not the present veterans education and training program is adequate to the needs of our returning veterans to assist them in obtaining ever-increasingly expensive education and training.

In my view, unless substantive reasons are forthcoming why particular remedial and liberalizing legislation should not now be enacted, I believe that this subcommittee must move ahead to consider and act upon the bills before us.

I think this is particularly true with regard to S. 338 and its amendment which would very substantially increase educational and training allowances across the board. Yesterday morning, in response to the delay of subcommittee consideration requested by the Veterans' Administrator and the Commissioner of Education, I said that I did not believe that such a postponement could be justified if it were demonstrable that the present allowance rates were not providing veterans with a degree of assistance comparable to the proportion of education costs covered under the Korean conflict GI bill.

In this regard, I pointed out that, on the basis of Office of Education estimates, the Korean allowance rates enacted in 1952 provided then approximately 80 percent of the comprehensive costs of public higher education and 57 percent of the comprehensive costs of private higher education. Applying these percentages to projections of 1970–71 higher education costs—estimates that were made 7 years ago—we find that the monthly educational assistance allowance rate, currently set at $130 for the single veteran, would have to be increased to between $172 and $189 in order to provide comparability with the proportion of Korean conflict coverage.

I think it is extremely significant that neither the Veterans' Administrator nor the Commissioner of Education took any issue with these figures and with the conclusion that follows from them that a substantial increase in the education and training allowances would seem clearly indicated. Indeed, Dr. James E. Allen, the Commissioner of Education, in agreeing to provide the subcommittee with up-to-date estimates of the present and future costs of higher education, agreed that the figures on which the $172 and $189 projections were based were conservative.

Unless we receive contradictory testimony on the need for such increases, I believe that this subcommittee should give favorable consideration to providing equity for veterans struggling to pay for their programs of training and education with inadequate and disproportionately low allowance rates.

This morning I am delighted to welcome as our first witness my esteemed colleague from Massachusetts, a fellow member of the Labor and Public Welfare Committee and my immediate predecessor as chairman of the Veterans' Affairs Subcommittee, Senator Edward M. Kennedy. As one of the cosponsors of S. 2361, I pledge my assistance to Senator Kennedy in all efforts to secure enactment of this new and very important program to provide much-needed assistance to disadvantaged veterans.

Senator YARBOROUGH. Mr. Chairman, I want to commend the chairman of this committee for the determination to press forward. What we are hearing is the same old slowdown we have had from administration after administration. The VA has tried, always under the orders of the Bureau of the Budget, to defeat, obstruct, and delay the GI bill.

I narrated some of that yesterday, how it took 8 years to get the bill we got.

We had a big newspaper release in the last few days that the new VA Administrator was appointed for the purpose of pushing this legislation. Off the record.

(Discussion off the record.)

Senator YARBOROUGH. I thank you for the diligence, Mr. Chairman, with which you have started the hearings and the energy with which you are pushing them forward.

Senator CRANSTON. Thank you.

There is no quarrel about the fact that we are lagging far behind, and it seems to me if something should be done it should be done now.

Senator Kennedy, I know you have other commitments. You may proceed.

STATEMENT OF HON. EDWARD M. KENNEDY, A U.S. SENATOR FROM THE STATE OF MASSACHUSETTS

Senator KENNEDY. Thank you, Mr. Chairman.

I will move through my statement.

Mr. Chairman, I appreciate very much the opportunity to testify today before the Subcommittee on Veterans' Affairs.

As chairman of the subcommittee during the last session of Congress, I found it a privilege and a challenge to work on the important veterans' legislation which the subcommittee handles.

While I no longer serve on the subcommittee, as a member of the full Committee on Labor and Public Welfare, I will follow closely all of the veterans' legislation which comes before us.

It is also an honor to be succeeded as chairman by a Senator for whom I have the greatest respect.

Senator Alan Cranston has already shown himself to be dedicated, thorough, and candid in carrying out his legislative responsibilities. His interest follows in the great tradition of the distinguished senior Senator from Texas, Senator Yarborough, whom all of us who have served in this body and on the Subcommittee on Veterans' Affairs hold in such esteem for his knowledge and understanding of the problems of the veterans of our great Nation. Our Nation's veterans are fortunate in having Senator Cranston as chairman of the subcommittee, and I look forward, Mr. Chairman, to your leadership in this area.

This Nation has a fundamental obligation to the men and women who have served so well in the Armed Forces, risking their lives and sacrificing opportunities to contribute to their country.

We have over 26 million living veterans in the United States today, and veterans and their families make up close to half of our population.

In 1966, approximately 544,000 servicemen returned to civilian life.

In 1967, there were 610,000 new veterans.

In 1968, the figure for the year was 915,000. With a peak discharge of 110,000 servicemen in October.

This year over 1 million GI's who have seen service during the Vietnam conflict will return as civilians, at a rate of approximately 90,000 a month.

The figures will rise even further if the troop pullout and move toward peace which we all so fervently hope for is achieved in Vietnam.

In my own State of Massachusetts we have over 800,000 veterans.

Seventy thousand of these have served during the Vietnam era.

In 1968, approximately 20,000 GI's returned to civilian life in Massachusetts.

The present rate of return is approximately 1,350 a month.

This Nation has long recognized a commitment to assist all veterans, and especially to help returning servicemen during their readjustment as civilians.

In particular, both because it is right and because it is in the national interest, for two and a half decades we have supported programs giving veterans educational benefits.

There is no need to discuss in detail the value of education.

In financial terms alone, we need only note that estimated life-time income for men who have completed only 1 to 3 years of high school is $284,000; for men who have finished high school but not gone on to college, $341,000; and for persons with 4 years of college, $508,000.

I am greatly disturbed that veterans eligible under the cold war GI bill, passed in 1966, have not been taking advantage of the educational opportunities.

After World War II, 50 percent of the eligible veterans utilized the college and vocational training which was available.

After the Korean war, 42 percent of its veterans benefited from education and training programs.

But of the Vietnam veterans discharged from 1966 through March 1969, only 21 percent have utilized their benefits.

Many factors, of course, contribute to this low level of participation.

One clear deterrent, and inequity, is the relatively low level of support which we give our post-Korean and Vietnam veterans.

The subcommittee has already received detailed testimony indicating that inflation in the cost of living and sharp increases in the cost of education have resulted in a present payment schedule far below that for World War II or Korean veterans.

I support the higher payments called for in S. 338. I hope that the subcommittee will act favorably, both on the needed increases, and on identifying and acting on other causes of the low participation.

In this regard, Mr. Chairman, I would like to express again my great admiration for Senator Ralph Yarborough—who fought for several long years to achieve passage of a cold war GI bill and who continues to fight today to see that it is strong and effective.

I am particularly disturbed that veterans who can use education the most are utilizing the GI bill the least. These are the veterans at the time of discharge who have less than a high school education; 448,804 of veterans separated from 1966 through March 1969 had less than a high school education. This represented 21 percent of all separatees, or just over one in five. But of these persons, only 39,781 have participated under the GI bill.

This means, Mr. Chairman, that only one out of every 10 returning veterans without a high school education returns to school under the GI bill. This is a tragically wasted opportunity.

I am confident that the subcommittee will give the problem top priority in its work on veterans' education. And it is this problem which is the basis for S. 2361, a bill for "Educational services for veterans" which I have sponsored and which this subcommittee is currently considering.

S. 2361 represents a two-pronged approach to encourage veterans with academic deficiencies to pursue their education. First, it seeks to make education more attractive by offering improved attention in a more appealing environment than high school or adult education classes. Second, it seeks to encourage colleges and other postsecondary institutions to develop programs and admit veterans, thereby expanding the educational opportunities open to the veteran.

S. 2361 calls for a system of grants and contracts with postsecondary schools to develop programs for special counseling, tutoring, or other educational services especially for veterans. The basis for the proposal is that even though a veteran may have dropped out of high school or had a mediocre record, presumably in his years in the service he has developed maturity and responsibility.

If he does have the motivation to continue his education, we should recognize that he is a good prospect and that his high school record is an inaccurate indication of his ability and potential. We want to assure that he has a chance to develop fully and swiftly in the most conducive educational environment.

One notion would be for postsecondary schools to give special preparatory training to veterans, right on the campus, strengthening their background so that they can gain admission to an institution of higher education. They could eventually attend the school which gave them the training, or they could go elsewhere.

Once a veteran with academic deficiencies is admitted and attending a postsecondary school he may still need special tutoring in order to succeed in his studies. Such assistance could be supported under this bill.

Colleges and other schools could be encouraged to develop accelerated and concentrated programs of education for veterans, enabling them to earn a bachelor's degree in 2½ or 3 years, for example, rather than the usual 4 years. For a person starting school at the age of 22, or 23, or older, perhaps with dependents and with a need to start earning money as soon as possible, this would be a tremendous help.

Institutions of higher education also might establish a 5- or 6-year program of study for veterans—with an easier course load for those who do not have the background for more concentrated study or those who need to work full time while pursuing their education.

Post-secondary schools also could develop programs to encourage and train veterans to pursue public service occupations to meet community needs. They could offer special incentives and courses to become teachers in disadvantaged areas, or to work in social action programs, or to join undermanned police departments.

One idea which might be incorporated into some of these programs would be to hire older veterans, in their later years of college, to help the incoming students.

Mr. Chairman, I see S. 2361 as a complement to, not a substitute for, other efforts to increase participation by disadvantaged veterans.

In 1967, Congress amended the G.I. bill to allow returning servicemen to collect benefits for high school without being charged against their entitlement. I further support applying the same policy for veterans who have not even finished elementary school.

Statistics show, however, that the 1967 amendment has not been enough to improve participation.

I am convinced that increasing the level of payments to more nearly cover tuition and the cost of living will stimulate more veterans to apply for and use their benefits.

Programs enabling a veteran to study full time on an actual campus will make studying more appealing than adult education courses or high school—especially for veterans today, who are in their twenties or over, have matured since joining the service, and have undergone grueling physical and psychological experiences while on active duty.

Finally, encouraging all postsecondary schools to take a special interest in veterans would greatly increase both the incentive and the opportunity to use the G.I. bill.

The last two points I have raised—the appeal of a regular postsecondary environment, and the value of getting schools interested in veterans—are the thrusts behind S. 2361.

I want to stress, Mr. Chairman, that I am not talking about a program to allow colleges and universities to skim off the cream of the crop.

First, of all, "institutions of higher education" is defined in S.2361 to cover a whole range of nondegree technical vocational and other schools in addition to regular colleges and universities. In line with other veterans programs, the committee might consider an even broader definition.

Second, the bill is expressly aimed at encouraging postsecondary schools to take not the best students, but rather those who would not normally qualify for admission. We want to induce schools to take a chance on the man who on paper looks weak, but who we know is responsible and motivated to do the job.

Third, I would expect the program to have a multiplier effect. When schools see that veterans are capable, they will, hopefully, expand their own efforts to take returning servicemen. And, presumably, other schools will observe this success and develop programs on their own initiative.

I am aware that in the past most veterans programs have offered direct services or payments to individual veterans, rather than grants to institutions. But certainly the mere fact that things have been done one way in the past should not close our minds to new approaches in the present and in the future.

S. 2361 as drafted vests primary and overall authority in the Administrator of Veterans' Affairs. This is extremely important for a number of reasons.

First, the Veterans' Administration has vast and valuable experience in programs of education, vocational training, special education, rehabilitation and other related activities. It has operated the World War II GI bill, the Korean war GI bill, and now the so-called cold war GI bill.

Second, the VA deals with and for veterans all the time and obviously has a firsthand awareness of their problems and needs and potentials.

Third, the Veterans' Administration has a clear and direct responsibility to veterans. It would not dilute programs or risk any deemphasis of the unique role of the VA.

S. 2361 also contains provisions to insure cooperation with the Commissioner of Education. It would be foolish not to benefit from his special expertise with grant programs, with postsecondary schools, with assistance to the disadvantaged, and with education matters generally.

But we certainly should not weaken the focus and authority in the Veterans' Administration or mingle the program with nonveteran efforts.

The most effective procedure for maximizing cooperation, handling the grants efficiently, and safeguarding the best interests of the veterans is an open question. I am sure that all parties concerned with and responsible for veterans programs will contribute to the discussion, and I look forward to further comment. I am also sure that consideration of the procedural question will not hamper objective analysis of the underlying proposal—to give grants to postsecondary schools to develop programs uniquely for veterans.

Mr. Chairman, this Nation has a rare opportunity to assist and benefit from the men who have broken out of disadvantaged backgrounds and matured in the service. If we follow through with full veterans programs, including educational services for veterans, we can insure that returning servicemen will not revert to unproductive lives in ghetto or other areas. Rather, veterans whose horizons and aspirations have been broadened in the service can continue to contribute to our national welfare as constructive, well-educated citizens.

We have an obligation both to the men as individuals and to society as a whole to give them the chance.

Senator **Cranston**. Thank you very much, Senator Kennedy. I thank you in behalf of the subcommittee for that very excellent and constructive statement.

I would like to ask you just one thing. I realize your time is limited.

In reviewing the prepared statements of Mr. Joseph Cannon and Mr. Donald White, statements that will be presented shortly, I note that both of them have sounded a rather ominous warning about the danger of appeal that militancy might have for the black veteran who returns to society from a relatively egalitarian military system and does not find equal opportunity at home.

We have a situation in the Armed Forces where there is a great deal of equality, and there are promises of that in our society when they return, and they return and find that those promises often are not kept. Some of these promises are in Government programs which are stated but are unfulfilled, and, obviously, there are other aspects of life in our society that breed that condition.

I wonder if you have any comments on our responsibilities to seek to deal with that dangerous and unfair situation.

Senator **Kennedy**. Well, I think they have recognized an extremely important matter, on which far too little thinking has been done.

I think another indicator of that same sentiment among many of our minority groups who have served in the Armed Forces is the reenlistment rate, where we find, for example, that in Vietnam reenlistment among blacks and minorities is around twice that among whites. Any kind of questioning of these servicemen brings the realization of the very point that you have mentioned this morning—the real, basic lack of opportunities in so many aspects of our society here at home.

I think that this should be a matter of considerable thought and concern, certainly for this committee.

I think there has been far too little thought given generally to the readjustment problems of veterans in our society today. The problems are compounded by the fact that veterans returning from the Vietnam war are coming back into a society that, in all too many instances, has not really involved itself in the conflict and feels very little a part of it. This absence of a warm reception and of appreciation for sacrifice is quite contrary to the experience, certainly, in World War II. And even then, I think any fair study would show, the veterans who came back from World War II had serious problems of adjustment. The problems are going to be much more intense, much more difficult for those whose skins are a different color, or who come from an area of our country which has failed to provide full opportunity for its citizens.

I think it is a point to which we have given much too little thought, and I certainly share your concern and hope that we might be able to think seriously about it and see what, if anything, can really be done.

I would hope also that additional kinds of incentives, such as those suggested in the field of education by the legislation which I outlined this morning, might be able to contribute to better understanding and a better feeling of equality for young returning veterans. For I think that there has been a strong commitment and willingness among the young people of this Nation, which all of us have seen in recent times, to attack the problems of discrimination, and the problems of poverty and the lack of opportunity.

Perhaps we can follow the lead of the young people of this country, and seek to provide a greater sense of understanding so that adjustment would not be as difficult.

Senator Cranston. Thank you very much. Those are helpful comments, and I think it is a subject which should be explored further.

Senator Yarborough?

Senator Yarborough. Senator Kennedy, it is a great pleasure to see you before this subcommittee on which you served as chairman, and in which capacity, both as chairman of this subcommittee and a member of the full committee, you very diligently worked here to give these veterans an opportunity in life, give them the readjustment opportunities necessary for them to have full opportunity to pursue civilian life after return from service that will not leave them disadvantaged with their contemporaries.

When a man enters military service, his contemporary either goes to school or enters a job and gets seniority in the job. So this is a readjustment bill, not a bonus bill.

I want to commend you again on the great diligence you have shown in veterans' matters.

I know, I was chairman of this subcommittee for a time, and you were very diligent there.

Of returning veterans, most are not disadvantaged in the respect covered by S. 2361. It is those who are disadvantaged who are the particular subject of your exchange with the chairman. We want to see them get an opportunity in life, but the figures introduced yesterday show that of all cold war veterans, 6,155,000 eligible for this training have been discharged, and, of those, only 1,232,000 have taken any training. That is only 20 percent, 1 out of 5.

Of all those discharged, only 11 percent were non-white. Of the 6,155,000 discharged, with only 11 percent non-white, that is roughly 700,000 non-whites, and take that from the 6,155,000, and you would have 5,400,000 who are white.

Now, all that have gone to school, blacks and whites together, are only 1,200,000.

Of these separated, 50 percent had 12 years of education, and were ready for college, half of that 6,000,000.

This slowdown in the Veterans' Administration tried to defeat the program, because they have opposed these GI bills all these years.

If we take only the Vietnam veterans, only 621,000, or 21 percent of them, have used the GI bill. And, again, 11 percent of those being blacks, that would be some 350,000. You would have about 2,550,000 whites. And whites and blacks both, only 621,000 have either gone to school, high school, college, on-the-job training, and all other training. This is an abysmal record for the Veterans' Administration to make.

If only the 50 percent with 12 years high school, and the 69 percent white went to school, you would have millions going. They are not even getting those who were already ready for college and fully qualified.

This is one of the worst slowdowns I have ever seen.

And this language of the new Administrator, talking about the Vietnam veterans, in my opinion, was an effort to screen out all the cold war veterans.

I want to submit questions to this new Administrator of Veterans Affairs who went into office with such a fanfare, that he was going to be so much better than past Administrators because he was going to get the veterans a chance. The first thing he said was, "Don't pass anything; let us study it."

This bill would give every cold war veteran a chance to go to school, Vietnam as well as non-Vietnam.

Senator KENNEDY. Just two comments. One of the reasons my program is for the disadvantaged—not only black, but also white poor—is that, going beyond the figures which you mentioned on the extremely limited number who have taken advantage of the cold war GI bill, the figures for those that have less than a high school education are even more dramatic.

Senator YARBOROUGH. I believe it is 1 out of 10.

Senator KENNEDY. That is right.

The second point is that we have at the present time the reenlistment rate for blacks and minority groups almost double, and sometimes triple, the rate for whites.

You can also find that the reenlistment rates for the poor, even whites, is higher than any other economic median income.

What we are trying to do is at least provide for those people. If they want to stay in the Armed Forces we ought to make those opportunities available. But the Armed Forces should not be the only available option for lack of opportunity in this country. Returning servicemen should not be cut out of civilian possibilities either because of the color of their skin, or as you pointed out so dramatically and well, because they have been interrupted in terms of education or jobs. Disadvantaged and minority veterans deserve our helping hand when they come back to this country, just like the more fortunate veterans.

Senator YARBOROUGH. I agree with you, Senator Kennedy, and that is why I am pleased you gave me an opportunity to cosponsor your bill.

The tragic thing about this data, is that 20 percent of the eligibles, that means those having over 6 months training and are honorably discharged, that 20 percent have taken college, high school, on-the-job training, and all kinds of training, combined, so that only one out of five got any kind of training whatsoever. For instance, they didn't have to be a high school graduate to go to a vocational school.

I think this is one of the most tragic records of failure that we have ever had.

Senator **Kennedy**. I have heard you speak firmly and profitably on this—on the shortcomings of the Veterans' Administration is communicating to veterans the opportunities which are available in that respect. I am in agreement with you.

Senator **Yarborough**. Where 50 percent of the World War II veterans took this training, and 42 percent of the Korean veterans took it, I think if the veterans now knew about it, they would take advantage of it, especially if we raised allowances to compare with the earlier rates.

Thank you very much. We will now insert a statement from the Senator from New York, Mr. Javits.

STATEMENT FROM HON. JACOB K. JAVITS, A U.S. SENATOR FROM THE STATE OF NEW YORK

The President recently announced that 25,000 American troops would soon be withdrawn from Vietnam, and that further reductions in the 540,000-man American force may be forthcoming. Even without this reduction in the troop level, over 1 million GI's are expected to return to civilian life this year, at the rate of approximately 90,000 a month.

The time has come for Congress to take a close look at the welcome which our country will be giving the men returning home and at the veterans' benefits which will be available to them. Since World War II, our country has maintained a commitment to these young men who have devoted years of their lives to our country and have risked their lives in its service. In order to continue to honor this commitment to its fullest, we must make sure that the GI bill of today is in keeping with the needs of the veterans of today, and that the results it achieves are in the best interests of both the individual veteran and of our Nation.

The veteran of today deserves benefits which are comparable to those which were offered to veterans of the Second World War and Korean war. The veteran returning from Vietnam took leave of his home, his friends, and his family, and often interrupted his education or delayed his career plans, in order to join our Armed Forces overseas. We must not allow the division over our role in Vietnam to keep us from uniting in an effort to provide the veteran with the full range of benefits he deserves.

One of the most glaring deficiencies in our present GI benefits is the level of educational assistance allowances. GI education benefits frequently do not serve those who are most in need of them. Times have changed and costs have skyrocketed since the GI bill was enacted, but education benefits have not kept pace. A single veteran is now entitled to an allowance of $780 for attending college full time for 6 months. Yet the average tuition at better known colleges for 6 months is $840, or $60 more than the veteran's allowance. In addition to his tuition, the veteran must pay for his room and board as well as books, clothing, and other living expenses. The GI bill is of great benefit to the middle-income veteran whose parents can afford to finance his education, but is of little help to the disadvantaged youth who must support himself.

Of the 2.7 million Vietnam veterans who have reentered civilian life, only 521,000, or less than 20 percent, have enrolled in training programs or resumed their education. This is far below the 50 percent of veterans who went to school under the GI bill after World War II or the 42 percent who participated after the Korean war.

President Nixon recently asked the new Director of the Veterans' Administration to investigate the reasons behind the great drop in number of veterans who are going to college under the GI bill. It would appear that one of the key reasons will be found to be the inadequacy of present benefits. Youths who are not financially independent to begin with simply cannot afford to take advantage of the educational benefits offered by the GI bill as it now stands.

For these reasons I cosponsored the bill introduced by Senator Yarborough which would substantially raise GI educational assistance allowances. The bill would raise the allowance for a single veteran attending school full time from $130 to $190 a month, and would make corresponding increases for veterans attending school part time and for those with dependents. I would like to emphasize the importance of prompt passage of this measure, to insure that today's veterans receive benefits which allow them to meet the current costs of a sound education.

But such increases would have no effect on those veterans who are most deprived educationally—those who have never graduated from the eighth grade. Under the present cold war GI bill a veteran may receive benefits to complete high school without losing his eligibility for college benefits, but a veteran who wishes to complete elementary school is eligible for no benefits at all. Under the Korean GI bill, a veteran could receive benefits for elementary school.

Senator Dominick has introduced a bill which I cosponsored that would include elementary education in the cold war GI bill. There are approximately 129,000 veterans separated from the service during the post-Korean conflict period who have less than an eighth-grade education. In order that these men no longer be deprived of the education which they need and deserve, I urge that Senator Dominick's bill be promptly enacted.

I would like at this point to call attention to a bill which I introduced to assist veterans who desire jobs rather than education. Known as the Veterans Employment and Relocation Assistance Act of 1969, it would establish a nationwide system to help veterans find jobs which match their skills, and would provide financial assistance where relocation is necessary to take advantage of the best job opportunities. I have requested that hearings be held on this bill as soon as possible, in order that the vital assistance it provides would be available to the veterans returning from Vietnam now.

These bills—Senator Yarborough's to raise educational benefits, Senator Dominick's to include elementary school in the GI bill, and my bill to help veterans find jobs, as well as Senator Kennedy's bill to provide special educational services for disadvantaged veterans—would go a long way toward helping veterans obtain the education and employment which will allow them to earn adequate incomes for the rest of their lives. It has been demonstrated that investments made in education and proper job placement are paid back to America many times over in the form of increased taxable income and decreased unemployment and welfare payments—and decreased social tension and disorder.

The returning veteran presents an excellent opening to contribute to a solution of the Nation's critical problems of poverty and lack of opportunity for minority groups. If this chance is used correctly, it could yield untold benefits in the form of social dividends and national stability. If this chance is missed, the resulting frustration and anger could only further polarize an already-strained nation.

Senator YARBOROUGH. We now receive a statement from the Senator from Alaska, Mr. Stevens.

STATEMENT OF HON. TED STEVENS, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator STEVENS. Mr. Chairman, I wanted to take this opportunity to add my endorsement to those of my colleagues to S. 338.

This bill will provide increased educational opportunities for cold war veterans. We are all aware of the many sacrifices that these men have made for their country. It is a matter of simple justice that we now show our appreciation by helping them further their education.

As Senator Yarborough noted when he introduced S. 338, our current level of assistance is 46 percent below the national average cost of education. The assistance level will be raised by this bill in all categories of enrollment, whether full, three-quarter, or half-time. We are all cognizant that previous recipients of the GI bill have paid back our investment in their education two and three times over in the form of increased taxable income.

We are painfully aware of the rapid rise in the cost of living and education. This bill will reflect that rise in increased benefits.

A very important part of S. 338 is the section to grant loans up to $1,000 to allow veterans to obtain a private pilot's license that may now be inaccessible to him because of the high cost involved.

With the provision granted in this bill, the veteran may now pursue his goal and qualify for further training in aviation. This bill will be extremely beneficial to Alaskan veterans because of the extensive and ever-increasing use of aircraft in the State.

Mr. Chairman, I appreciate your allowing me the time to submit this testimony. Thank you.

Senator CRANSTON. Thank you, Senator.

Our next witness is Joseph Cannon, Director of Veterans Affairs Program, National Urban League.

Mr. Cannon, we are happy to have you with us.

STATEMENT OF JOSEPH CANNON, ACTING DIRECTOR, VETERANS' AFFAIRS PROGRAM, NATIONAL URBAN LEAGUE

Mr. CANNON. Thank you.

Mr. Chairman, members of the committee:

The National Urban League appreciates this invitation and the opportunity to appear before this Senate Subcommittee on Veterans' Affairs to add to its body of knowledge the information and evidence the league has accumulated over the years as experts in the areas with which you are now concerned.

The National Urban League is a professional community service organization founded in 1910 to secure equal opportunity for Negro citizens and other disadvantaged persons. It is nonpartisan and interracial in its leadership and staff. The National Urban League has affiliates in 94 cities, embracing 34 States and the District of Columbia. Its national headquarters is in New York City. The executive director is Mr. Whitney M. Young, Jr.

A trained, professional staff conducts the day-to-day activities of the league, using the techniques and disciplines of social work in performing its services. This staff numbers more than 800 paid employees whose operations are reinforced by some 8,000 volunteers who apply expert knowledge and experience to the resolution of racial problems.

My name is Joseph Cannon. I am the acting director of the National Urban League's Office of Veterans' Affairs, supervising the work of an assistant director and a staff specialist. In furtherance of our veterans programs across the Nation we have a veterans affairs coordinator, who is a staff member of nine local urban league affiliates located in Los Angeles, San Francisco, Chicago, Detroit, New Orleans, Atlanta, Pittsburgh, New York City, and Washington, D.C. All of these coordinators are veterans.

Our task is to assist as many Negro and other minority-group returning servicemen as possible in a total readjustment to civilian life. We do this in partnership with Federal, State, and municipal agencies, as well as innumerable civic and business groups, utilizing the full resources of all the Urban League affiliates.

A unique feature of our program lies in the agreement that we have with the Department of Defense in that we receive basic personnel data on those emerging minority group servicemen who elect to participate in our program 90 to 120 days in advance of their separation date. This gives us the capability to:

(1) Correspond with the individual while he is still in the service.

(2) Consolidate additional background information on the serviceman.

(3) Determine his specific needs.

(4) Program the individual with a view to meeting his needs as rapidly as possible upon his release from the service.

I am deeply grateful for the invitation to appear before the subcommittee today in order to present our views on the legislation being considered here.

The National Urban League wholeheartedly supports the four bills before this subcommittee related to veterans' affairs. In some cases, however, we feel the legislation could be expanded.

We especially welcome S. 2361, which is more closely related to our own efforts. The average GI returning to civilian life has a difficult time adjusting, but for the black GI, the cards are frequently overwhelmingly stacked against him because of a long history of deprivation. Too many young black citizens are entering the services untrained and frequently lacking the necessary schooling to meet the requirements of industry today. The time spent in the service, which may benefit some, in too many cases blocks any opportunity to develop the skills necessary to compete in the open market for jobs. Their lack of education makes it practically impossible to go on to any course of higher learning and earnings.

In September of 1967, the National Urban League recognized this need for special assistance to black veterans and other minorities, and created the Office of Veterans' Affairs to help these potential community leaders solve their various problems.

Our office, over a relatively short period of time, has successfully assisted in the solution of a multitude of problems for more than 65 percent of some 26,000 black veterans who have requested help through our local affiliates. Specifically, this assistance has been in the areas of employment (4,521), housing (529), training (1,345), education (2,841), health and welfare services (423), legal services (160), and in the broad area of general counseling on veterans' benefits (7,459).

While we recognize that these statistics represent only a dent in the massive task confronting us, we feel that they also represent a sizable accomplishment in view of our limited staff and a limited budget.

It should also be noted that the National Urban League has assisted many more returning veterans than the above statistics indicate. The additional activity has taken place in local affiliates where we have no veterans' affairs coordinators, and, therefore, we are not in a position at this time to render reportable statistics on these extra services. We can state with reasonable assurance, however, that all our Urban League affiliates participate in the veterans' affairs program and assist those referred or who seek our specialized services.

The Office of Veterans' Affairs has taken advantage of all known educational resources as illustrated by a recent agreement made with the National Center for College Admissions, located in Oak Brook, Ill. This agreement offers veterans participating in our program an opportunity to register in any one of more than 110 colleges in 40 States at no cost to the individual.

Since the beginning of that agreement in early 1969, 314 Negro GI's have registered with the Center.

We recognize that a private agency cannot do the whole job and that the Nation's efforts must be greatly expanded. Government support is essential.

In a June 5 statement announcing the nomination of Donald E. Johnson as Administrator of Veterans' Affairs, President Nixon said that he was shocked "to find that the number of veterans from Vietnam who were applying for benefits under the GI bill of rights to allow them to go to college was much lower than in either World War II or in Korea."

To make current veteran programs available to the largest possible number of veterans, Mr. Nixon has appointed a President's Committee on the Vietnam Veteran and charged the committee with providing answers to three major questions:

(1) How can we help more veterans to benefit from existing programs?

(2) How can we design programs to help those veterans who need help the most—the undereducated, ill-trained, hitherto unemployed or underemployed?

(3) How can we improve the overall program of veterans' benefits so that it meets the specific challenges of our society and the needs of the veterans?

The Office of Veterans' Affairs shares Mr. Nixon's concern about veterans of the current war as well as other ex-servicemen who seek our services. In the first 18 months of our operation we have encountered many problems, some of which may tend to suggest answers to the President's questions.

The five major problem areas we have encountered are related to:

(1) The inability of the emerging serviceman to get information on how to pursue further education or on available educational programs before he is separated from the service.

(2) The need to assist the Negro serviceman by planning for his total readjustment in terms of not only his education but also employment, housing, and health and welfare services.

(3) The inability of the returning serviceman to obtain income that can adequately sustain him in education or training programs while waiting for as long as 3 months for Veterans' Administration compensation to begin.

(4) The fact that the present GI bill provides only a basic $130-a-month allowance which the veteran must use to pay everything—subsistence, tuition, and cost of books.

(5) The failure of the average Negro GI to obtain skills in military service which can easily be transferred to civilian jobs providing upward mobility in terms of pay and status.

We would like to see legislation enacted which would help to solve these five major problems. As a first step, benefits should be expanded to at least a World War II standard, providing funds for books, tuition, and a maintenance subsistence allowance commensurate with the spiraling cost of education and living costs.

Current benefits are not comprehensive enough to attract the average black GI who at the same time must try to solve problems of housing, medical services for his family, et cetera. This means that even when a veteran is dedicated and highly motivated, he may not be able to pursue his education upon return to civilian life. As it now stands, only veterans with good part-time employment or assured parental support are likely to take advantage of these educational programs.

In closing, Mr. Chairman, let me address myself to another important area which this subcommittee should be aware of. We are now talking about bringing the American GI home from Vietnam. Some 25,000 are already slated for return and there is speculation that many more thousands will also be returned. The return of these servicemen may pose additional problems for the black GI. As an increased number of veterans come back to civilian life, it will become increasingly more difficult for minority-group returnees to find good housing and good jobs.

To be sure, we have made progress in the elimination of racial discrimination in this country, but we all know that racism still exists. The Office of Veterans' Affairs had already estimated that some 100,000 minority servicemen would be returning to the cities of this Nation in 1969–70. Many of them will be approached by black militants eager to capitalize on their resentments and their skills in demolition, sabotage, hand-to-hand combat, discipline, and organizational ability.

We know that the average veteran, whatever his race, is dedicated to his country and wants to follow the American way of life. There is, however, a clear and present danger that many black veterans will be enlisted in the army of militants if he is disillusioned and frustrated in his attempt to find meaningful employment, housing, and educational opportunities.

Our veterans have served their country well, and whether they become a part of established society or enroll in the active protest movement will depend largely on what they face when they return. For them, Mr. Chairman, there can be no return to the "status quo."

I thank you.

Senator CRANSTON. Thank you very much. We appreciate your very helpful and constructive and very interesting testimony.

In regard to that final note about the danger that disenchanted black veterans will be enlisted in the army of militants if they are disillusioned by failure to find meaningful full employment and meaningful opportunity and an equal opportunity in our society after they have been defending our country in the armed services, I would appreciate your expanding a bit now on that theme, and on that danger in the light of what your own experiences are, and in the light of what Senator Kennedy and I had to say earlier on that.

Have you had personal experiences in your organization with regard to this danger and situation in this country?

I was struck by the similarity of what you independently had come to say on this point, and a coming witness had to say on this point.

Could you expand on this?

Mr. CANNON. I cannot document this matter at this point. However, verbal reports from our field staff substantiate several instances of militant attempts to attract our black emerging servicemen. We have received like reports from other than black sources. I recall a specific incident in which a staff member expressed serious concern in the case of a veteran who had become frustrated after attempting to secure employment and educational assistance through a Federal agency, and announced his intent to join a group, who would do something about the situation.

Consequently, we certainly feel that there is this danger when the veteran comes back to his community after experiencing, as has been indicated, the most advanced form of integration that our country has ever known in the armed services, and becoming frustrated when he can't obtain, if you will, eating money.

We are especially concerned—and therein lies the basis for our attempt to rapidly adjust this individual, or to meet his needs as rapidly as possible, once the veteran returns to his community.

Senator CRANSTON. I want to ask you a bit more about that, but I yield to the Senator from Texas.

Senator YARBOROUGH. Thank you, Mr. Chairman.

A witness from my home State is testifying on a general education bill downstairs. I have a statement to make there, and I will come back as soon as I finish there.

Mr. Cannon, you have presented information that is very valuable to us, and I am glad to have it.

In your prepared statement you say of the 26,000 black veterans who requested help, only 2,841 took educational training. That is about 11 percent.

Those that ask for help through your local affiliates, the 26,000, what percentage were they of all black veterans returning during that period of time? What percentage do you estimate asked for help through the Urban League Veterans' Affairs Committee?

3

If you don't have that, will you submit that for the record if you can get it?

Your organization is helping veterans, and they say, "Join the Urban League," or the American Legion, or the Blinded War Veterans, or the Polish War Veterans, or Jewish War Veterans, or Catholic War Veterans.

Most veterans, however, don't belong to these organizations. I venture to say that the 26,000 are not 10 percent of the black veterans who returned during that time, are they?

Mr. CANNON. I would like to check that.

Senator YARBOROUGH. I would appreciate it if you can check it and give us figures.

Senator YARBOROUGH. Point 1 in your prepared statement, you list five major problem areas you say you have encouraged. The first one is the inability of the emerging serviceman to get information on how to pursue further education or on available educational programs before he is separated from service. You have found they don't get that information.

Mr. CANNON. That is correct.

Senator YARBOROUGH. We have taken the executive offices over the coals, and they say they are briefing the veterans. You have found they do not obtain that information. Is that correct?

Mr. CANNON. Mr. Chairman, in this connection I have previously indicated that all of my veterans' affairs coordinators are themselves veterans. However, I fail to mention that this includes our national staff. I am a retired Army officer with 25 years' service. I know that in some instances an effort is made to disseminate this type information, but I do not feel that this effort is sufficient.

Senator YARBOROUGH. You think the individual unit commander gets instructions and how he uses it depends on how thorough the information is, and how he gets his instructions?

Mr. CANNON. Normally, the serviceman receives this information while being processed through the separation center. I would suggest that he receives his entire out-processing orientation in a much-too-limited period.

Senator YARBOROUGH. And when the serviceman hits the separation center, his thoughts are when he is going to get out. I know how veterans feel in a separation center. He would practically sign away his rights to get out of the place and get home. I went through one.

These figures indicate that only 2,800 out of the 26,000 that you assist chose educational benefits.

I want to point out that there is a great body of college education available to people in this country. I remind you that in California the whole junior college system is without tuition. In my State, I think they charge only $50 for a half a year.

Junior colleges are a good place for these students to go, and they should not be overlooked. They provide the most inexpensive education in America, and some of the best education.

I know the level in my State and in California. They offer good educational opportunities. I have seen people come out of San Antonio Junior College—you might be familiar with that—and I have been told that the graduates there have as good an education as some college graduates from a small, weak college with a bachelor's degree.

But I want to point out that the on-the-job training and on-the-farm training will enable many to get education.

After World War II, 50 percent of the veterans went to college. There were claims of a boondoggle. In my own States, many Negro veterans took carpentry or cabinetmaking or something that had not been available to them before, and there was a cry of boondoggling. The GI bill in the Korean conflict tightened it up. I don't go for that if it is to the disadvantage of the veteran.

I say any veteran who got some training added to his competency in life. I don't care whether he finished grade school, or learned carpentry, he added to his capability.

Under the present regulations, as you know, a school has to be in existence 2 or 3 years and have the approval of the VA so the fly-by-night barber colleges and so forth are not there. It is a regular establishment.

We ought to encourage these veterans to get some training. The fact that they may not follow it in life is beside the point. We know that of all the students who enter college as freshmen, 70 percent change their intended profession by the time they finish their sophomore year in college. I don't consider that money thrown away or lost if a trainee changes his objective.

I hope that we can get this message to all of these veterans, white, black, and the ones that are the most disadvantaged of all, the Mexican-Americans in my State. The average Mexican-American has only half as many years of schooling as the average black. They are at the bottom of the list.

The chairman knows this. Our two States together contain 77 percent of all the Mexican-American population in the United States. They are the ones at the bottom of the scale in education and in earnings.

So I commend you for what you are doing, and I hope that your work to effectively solve these problems will increase.

It took an 8-year fight to pass the last bill. The Defense Department came up year after year and said we shouldn't pass the bill, that the men wouldn't reenlist.

So no serviceman need fear that anymore. Under this GI bill, he can reenlist multiple times, and still get the training when he comes out. We have done away with the provision that he must come out as soon as he can to take advantage of this.

Now, he can get his high school education free. He doesn't use up any entitlement until he starts to college.

Another point is, under other GI bills, he got a bigger allowance if he was married or had one child, or a dependent mother and father. The increased allowance was limited to two dependents.

Now, if he has seven children, he gets an increased allowance per child. This gives the family man more help—true, it is very small—but if he is determined to get an education, this is the best bill we have had, though lower in payments. That is why we have S. 338 and others.

Senator Dominick's bill would provide—the bill I got through last time for free high school education. He would extend it to free grade school education. Then they could use their entitlement for college.

The staff tells me I am called to the other committee.

Thank you, Mr. Chairman.

Thank you, Mr. Cannon. I hope we can get as many of these veterans as possible. It isn't only to give them an opportunity in life, but the Nation needs their increased skills.

Senator CRANSTON. Thank you, Senator.

To return to the point of the black militants' effort to recruit returning black veterans, do you have any knowledge as to the success or failure?

Are they successfully recruiting in some instances?

Mr. CANNON. I have no evidence as to the success or failure of recruiting efforts on the part of any militant group. However, we are seriously concerned about this matter.

Senator CRANSTON. Is there any movement of any significance toward any black veterans organization being formed?

Mr. CANNON. Not to my knowledge.

Senator CRANSTON. Could you briefly give us some additional details on the specific type of assistance that your organization provides for veterans, and about the types of problems that they face? And could you, in doing that, please explain the methods of communication that you use in providing this assistance and the types of individuals who have been effective in doing this.

In this connection, I note that on page 4 of your statement you cited one of the major problem areas is the veteran's inability to secure information on programs before separation from service, the point, that was stressed so much by Senator Yarborough.

What steps has the Urban League been taking, or can it take, to help alleviate this problem? And do you have any further evaluation or suggestion as to what both the VA and the Department of Defense are doing or should be doing to meet this problem?

Mr. CANNON. As previously mentioned, Mr. Chairman, we consider as a unique feature of our program the agreement that we have with the Department of Defense which affords us the privilege, should a veteran desire to participate in our program, to receive basic personnel data on that individual 90 to 120 days in advance of his separation.

I am saying in effect, that commensurate with his reenlistment counseling, once the individual has indicated that he elects to go out of the service, he is counseled on the National Urban League's Veterans Affairs Program. Should the individual elect to participate in our program, the services in turn submit the individual's personal data to our national headquarters. This data simply consists of the individual's name, his rank, his address upon induction into the service, his military occupational specialty, his address upon separation from the service, where he is going to, and his ETS, which is his actual separation date.

Upon receipt of this information at our national headquarters, a determination is made as to whether or not this individual is returning to a location at which we have a veterans' affairs coordinator. If this be the case, we forward the information to our staff member so that he may process the individual at that locale.

I would reiterate that this is 2 or 3 months before the individual is separated from the service.

The veterans' affairs coordinator in turn communicates with the individual. This communication consists of a packet of, initially, a personalized letter, essentially congratulating him on the completion of his tour, and welcoming him back to the community, and also informing him on our program.

Also included is a brochure which provides details on our program with respect to what we are trying to do on the veterans behalf.

We also include in the packet a questionnaire that is designed essentially to solicit more of the individual's personal background history and his specific needs.

Are you going back to your job? Do you have a job to go back to? Do you need a job? Do you need a house? If so, how much can you afford to pay? What size house do you need? Et cetera.

Also included as a part of the communication is a college registration application which affords the serviceman registration services free of charge, should he elect to pursue higher education.

Senator CRANSTON. How much man-to-man relationship is there, with one person talking to another person directly?

Mr. CANNON. This is all done by mail. We encourage the individual to report to the Urban League when he returns to the States.

Once the serviceman contacts the Urban League, he is processed.

Senator CRANSTON. As far as what the VA and DOD do, do you have any recommendation for legislation that could improve the situation?

Mr. CANNON. I do know the VA has representatives in Vietnam who are attempting to inform the servicemen on the variety of VA benefits.

I would recommend that this information may better be disseminated through the Armed Forces information media, as an example, troop information lectures. and so forth. Dissemination through such a medium should be done on a frequency to assure that the information does reach all concerned.

Senator CRANSTON. What is your evaluation of the postservice contact program conducted by the VA as an effective way of reaching the disadvantaged veteran?

Mr. CANNON. Mr. Chairman, I'm in business because this method of contact per se, is ineffective.

Senator CRANSTON. Since it is a governmental responsibility as well as the private responsibility where the Government is not doing what it should, do you have any suggestion for legislative action that could possibly insure that there would be more effective service by the Government to meet what is a governmental obligation?

Mr. CANNON. Mr. Chairman, I would like to give that some thought and provide you with that information. I do know that the VA has the U.S. Veterans Assistance Centers, which are designed basically the same as our program.

Certainly, the effort is evident. The USVAC is designed to provide a one-stop center at which the serviceman may be processed commensurate with his needs. We question the effectiveness of the center at this point. However, we feel that it is in fact, a step in the right direction.

Senator CRANSTON. If you have any thoughts as to legislation that you feel would be appropriate, I would be very interested to have that after you have time to consider it.

Mr. CANNON. Yes.

(The information referred to follows:)

Legislative Action Proposed by National Urban League, Inc.

Mr. Chairman, we recommend that legislative action be taken:

(1) To expand Cold War Bill educational benefits to at least a World War II standard providing for books, tuition, and a maintenance subsistence allowance commensurate with the spiraling cost of education and living cost.

(2) To restructure or augment the Veterans Administration so as to functionally assist emerging servicemen and veterans in their "total" adjustment to civilian life, thus making available to these veterans a total range of resources which could lead to (1) using service connected skills in a new job setting: (2) taking advantage of new and expanded opportunities for on the job training where present skills are insufficient to qualify for, or to hold, a good job: (3) counseling as needed to plan and facilitate a school or industry based educational program: (4) locating and acquiring housing in line with the individuals needs, (5) direct acquisition of health and welfare services for not only the veteran but his dependents and (6) counseling as needed to insure that the individual is informed on, and takes advantage of his veterans benefits. Additionally, servicemen about to be separated, should be contacted with respect to these services, 90 to 120 days in advance of their separation date. Such an effort must be in partnership with all Federal, State, and Municipal agencies, as well as innumerable civic and business groups utilizing their full resources.

(3) To improve the hiring pattern within the Vetreans Administration, to effect a greater minority group representation, to include commensurate representation at policy making levels.

In short, Mr. Chairman, we ask that the responsible federal agency take over, what we have demonstrated as their rightful obligation on behalf of what we believe is the majority of veterans both black and white, who need these services.

Senator Cranston. I would like to comment on the third point, the delay in receiving the educational assistance or training allowance.

In testimony yesterday before this committee, the VA Chief Benefits Director told us of a new computer system that they are about to put to work. They are programing it this summer. It will substantially shorten the period of delay in receiving that first check.

We have asked the VA to provide for the record—I gather from your expression while I am talking that this is a very serious problem.

Mr. Cannon. It is.

Senator Cranston. We will keep after them. I hope that will be resolved before too long.

In your prepared statement, you refer to an organization known as the National Center for College Admissions, located in Oak Brook, Ill.

Can you provide details on your present and planned relationship with this organization, if any?

Mr. Cannon. Sir, I again would like to provide the committee with that information at a later date.

Senator Cranston. Fine.

(The information supplied, referred to, subsequently follows:)

Information On National Center for College Admissions

The National Center for College Admission is located in the Chicago suburb of Oak Brook, Illinois. Basically, NCCA in its design, recruits students for more than 110 colleges and universities in 40 states. Mr. Dennis L. Johnson, the Executive Director of NCCA has a Professional Advisory Staff which consists of:

1. Joseph M. Romanko: B.S. U. of Scranton. M.S. U. of Scranton, Certified Director of Student, Peronnel Services, Certified School Psychologist.
2. Bernard A. Jordan: B.A. Union College, M.A. SUNY-Albany, Certified School Psychologist, Certified Guidance Counselor.

3. Theodore H. Berard: B.S. Worchester Poly Institute, A.M. Education, Clark University, Guidance Counselor.
4. Francis J. Brennan: B.S. State University of New York at Brockport, M.S. Indiana University.
5. Ermon O. Hogan: B.S. University of Minnesota, M.A. Atlanta University, Ph. D. Michigan State University, Educational Specialist, National Urban League.
6. Harold M. Grutzmacher, Jr.: B.A. Beloit College, M.A. Northwestern University, Ph. D. Northwestern University.

The Center prepares a condensed version of a college registration form which is sent to participating institutions. The agreement with the National Urban League, provides for a copy of the registration form to be placed in communication to servicemen emanating from the NUL Veterans Affairs Office, and VAC's in the nine Urban League Affiliates. Registration in an institution is at no cost to the servicemen, providing he qualifies for veterans benefits. Therefore, the serviceman has the unique opportunity of knowing in advance his chances of attending college prior to his release from the military service. This arrangement to date has constituted a most worthwhile resource.

Senator CRANSTON. To get back to one of the major problem areas encountered by minority veterans, you mentioned the need of black servicemen for planning in total readjustment, in terms of education, employment, housing, and health and welfare services.

Is not this kind of a planning being carried out by the Veterans' Administration? If not, why not?

Mr. CANNON. I don't feel that total planning is being carried out by the Veterans' Administration. I would hasten to add that perhaps their very structure does not permit this.

I question whether the VA can provide housing for example, as opposed to educational benefits. Employment would probably be resolved as a matter of simple referral to a State employment agency. The present structure of the Veterans' Administration does not provide for total services.

However, I do think this was the intent of the establishment of the U.S. Veterans Assistance Centers. Again, I question their effectiveness.

Senator CRANSTON. Do you think more should and could be done? And do you feel that any legislation is necessary to broaden that program's effectiveness?

I realize it can't start building houses, but it may help direct veterans to programs where there will be opportunities in that field.

Mr. CANNON. I feel particularly with respect to meeting the needs of the Negro and minority group serviceman, that we have to consider his needs in a total sense.

I am suggesting, Mr. Chairman, that if an individual is seeking employment at "X" locale and that if he can't live there or take his family there or find educational facilities there for his children, then he can't take that job, even though he is fully qualified for the position. This is the kind of thing we keep running into, and this is what I suggest when I refer to the necessity for considering the individual's total needs.

Senator CRANSTON. On one other subject: Do you have any feelings or any facts established with regard to minority hiring in the Veterans' Administration?

Mr. CANNON. Minority hiring in the Veterans' Administration?

Senator CRANSTON. Right.

Mr. CANNON. I'm not familiar with the Veterans' Administration, complete employee pattern. However, we have had occasion to be exposed to contact representative groups. We do feel that hiring practices should be improved in this area. According to the latest data that we have re "study of minority group employment in the Federal Government, 1967," which was prepared by the U.S. Civil Service Commission, 26 percent of employees in all pay plans within the Veterans' Administration are Negroes. However, a close analysis of the statistics support the need for improvement in hiring patterns at policymaking levels.

Senator Cranston. You feel there is a gap there?

Mr. Cannon. Yes, I do.

Senator Cranston. Yesterday, I requested statistics which would indicate what is happening in that area.

Thank you very much.

(The material referred to follows:)

TABLE 1-25.—VETERANS' ADMINISTRATION

NEGRO EMPLOYMENT, NOVEMBER 1967 AND JUNE 1965

Pay category	1967			1965		
	Employment	Negro		Employment	Negro	
		Number	Percent		Number	Percent
Total, all pay plans	150,463	39,109	26.0	149,090	36,811	24.7
Total, general schedule or similar	114,874	24,904	21.7	111,201	22,211	20.0
GS-1 through 4	52,274	18,095	34.6	51,655	16,930	32.8
GS-5 through 8	28,409	4,762	16.8	31,327	3,979	12.7
GS-9 through 11	20,080	1,722	8.6	14,916	1,052	7.1
GS-12 through 18	14,111	325	2.3	13,303	250	1.9
Total, wage board	32,977	13,576	41.2	33,755	13,392	39.7
Up through $4,499	12,093	6,121	50.6	16,002	7,802	48.8
$4,500 through $6,499	13,715	6,469	47.2	13,132	5,100	38.8
$6,500 through $7,999	5,716	862	15.1	4,087	470	11.5
$8,000 and over	1,453	124	8.5	534	20	3.7
Total, other pay plans	2,612	629	24.1	4,134	1,208	29.2
Up through $4,499	1,890	519	27.5	3,671	1,152	31.4
$4,500 through $6,499	461	106	23.0	239	43	18.0
$6,500 through $7,999	55	1	1.8	78	8	10.3
$8,000 and over	206	3	1.5	146	5	3.4

Senator Cranston. Our next witness is Dr. Paul Cooke, president of the D.C. Teachers College, former national chairman of the American Veterans Committee, and member of AVC National Board.

STATEMENT OF DR. PAUL COOKE, PRESIDENT, D.C. TEACHERS COLLEGE; FORMER NATIONAL CHAIRMAN, AMERICAN VETERANS COMMITTEE

Dr. Cooke. Thank you, Mr. Chairman.

Senator Cranston. We apperciate your being with us.

Dr. Cooke. Mr. Chairman, the Senator, the American Veterans Committee welcomes the opportunity to testify on behalf of proposed legislation to make more realistic provisions for educational benefits under the GI bill for Vietnam veterans.

We have always supported educational benfits for veterans to assist them in returning to civilian life. Many of our own members have been able to attain their professional status through the benefits of the original World War II GI bill of rights.

I might say, Mr. Chairman, I earned my own doctor's degree after World War II on the GI bill of rights for World War II veterans, and am buying my home aided by provisions under the GI bill of rights.

We supported similar benefits for the Korean war veterans. In 1965, we testified in favor of the cold war GI bill. We supported a Vietnam veterans GI bill. And in 1967 we strongly supported Senator Yarborough's S. 9, to bring the eduactional benefits for Vietnam veterans up to the same level as for Korean veterans.

Let me quote from the AVC platform adopted just a little more than a week ago at our 1969 convention held in Atlantic City:

> **AVC applauds the passage of a permanent G.I. Bill of Rights as a responsible means of enabling servicemen and women to return to civilian life with facility and ease at the end of their service and become useful and productive members of their communities.**
>
> **However, we urge the Congress to adjust the benefits more in line with the World War II and Korean G.I. Bills and the current cost of living so that that programs may be used by veterans without the financial stress they now entail. The G.I. Bill of Rights should be administered in such manner as to guarantee the absence of discrimination.**

The AVC would like to endorse in principle the bills before you which would seek to make the current GI bill more meaningful to these new veterans, particularly those who do not have at their disposal supplementary financial resources. There is no question that the present allotments are insufficient for a veteran to pay his college fees and cover his living expenses as well.

I have discussed this with many of our veterans at our own colleges more than 140 veterans, and the GI allotment is insufficient. It means many veterans must turn to work to stay in school and to enroll for 14 semester hours, a minimum program, and to return to work that is not often helpful in the preparation for teaching.

For the returning Vietnam veteran, institutions of higher learning have an opportunity to provide assistance of different kinds. One instance is the college work-study programs—and I make reference to this because my own college is using it—which compensates veterans for work, preferably in the community, at the same time they study in the institution of higher education.

The District of Columbia Teachers College has developed such a program to place veterans for their work in school and community and to provide studies that will qualify them eventually for inner city elementary schools. This is not to say that turning to this strategy is in any way a substitute for an improved GI bill, but it is to say that institutions of higher education have different avenues to help the GI veteran returning here, men and women. We have female veterans at the college, too, and with the work-study program they do not have to rely solely on the GI bill.

At this college, 25 such veterans will begin their new program in the fall, in addition to 100 or more veterans already enrolled in the regular college programs. Both the work and the study contribute to the preparation of these veterans for inner city teaching.

In February of this year, AVC, in testimony before the full House Veterans Committee, endorsed Senator Yarborough's amendment, now before you as S. 338, and told the members of the House Veterans Committee:

> If a GI bill is to be meaning, it must be realistically geared to the costs of education. The present rates actually discriminate against veterans from lower income groups because without additional financial help it is certainly difficult for them to take advantage of these benefits. We endorse this amendment which brings the rates up to more realistic levels and would give veterans a freer choice of schools. * * *
>
> That is the reason we wholeheartedly support Senator Yarborough's efforts to raise the allowances for the GI bill. Many of the new veterans were drafted because they could not go to college in the first place, nor could they get the preferred technical jobs that meant student and occupational deferments. It would be adding injustice to injustice if these men could not utilize the educational benefits under the GI bill because the allowances were insufficient to meet the expenses of either college or other schooling.

We reaffirm that statement today as this important Senate subcommittee considers S. 338.

We urge you to consider the system used for World War II veterans, whereby tuition and other fees were paid directly to the colleges and universities, as a preferable alternative to the present lump-sum allotments. The World War II GI bill really gave those veterans a freer choice of schools. Since tuition and fees were paid directly to the schools by the Government, veterans chose the school most suited to their needs, not the one with the lowest fees.

Our strong endorsement of this bill and the others before you today is totally consistent with the AVC philosophy that the chief purpose of a veterans benefits program should be the rehabilitation and integration of veterans into the community. We think that providing realistic assistance to the new veterans to upgrade their education is an obligation of our Government, just as we regard military service as an obligation to the Nation. Not only is such assistance important to the veterans, but it is obvious, we think, that it is important to the Nation.

We do not have to reiterate what the original GI bill meant to the Nation, nor the subsequent ones. This year, being the 25th anniversary of the GI bill, much comment has been made on its meaning. I would just like to refer you to Gen. Omar Bradley's remarks just last week. The remarks were distributed by the Veterans' Administration Information Service.

> The World War II GI bill was an investment in human beings. * * * It has paid unparalleled dividends just as the current GI bill is already doing for our young veterans of today. * * *
>
> In the GI bill, Congress offered the veterans a valuable stake in themselves. They took heart in the knowledge that the Nation stood ready to back their civilian chances in making good. Veterans wanted only the fair chance to become self-supporting, self-sufficient, self-respecting American citizens. * * *

General Bradley continues:

> The GI bill * * * provided a uniquely new and different investment in the proven capabilities of our young men and women. It gave them the freedom to find their own security as confidently as they had once sought security for the Nation. * * *
>
> The GI bills give our democratic way of life great strength and vitality. Today, as was true 25 years ago, it is on America's fighting men that this Nation must depend. Their service honors us all, and today on this silver anniversary of the GI bill, I salute them all.

We salute General Bradley for that fine statement. We recall the significant contributions of General Bradley during World War II to the security of the Nation. But we also recall his equally significant contribution as the Chairman of the President's Commission to Reappraise the Veterans Benefits Policy of the United States in 1956. The AVC supported the work of the Bradley Commission then and applauded the recommendations of the Commission.

We are disappointed that this Nation has not seen fit yet to adopt all of the recommendations of the Bradley Commission which would have brought sanity and logic into the ever-increasing veterans benefits program, which now takes $7.7 billion out of the Federal budget. We think it appropriate here to remind the distinguished members of this subcommittee of the basic premises of the Bradley Commission. Let me quote two or three paragraphs from the Bradley commission report

> The long history of veterans' benefits in the United States indicates a recognition on the part of all our people that special provision should be made for those who are injured or handicapped as the result of their wartime military service. Veterans' benefits serve the basic purpose of alleviating to some extent the sacrifices made by those who fight the nation's battles and by their families. These programs are a means of distributing the burdens of war more evenly, and in this respect they serve an important function in our society. The role of veterans' benefits needs to be reconsidered from time to time as conditions change in order to find better ways of discharging our national obligation to those who have been handicapped by war service. * * *
>
> Significant changes have taken place in our society in recent decades which fundamentally affect the special veterans' programs: Veterans and their families will soon be a majority. * * * Military service is less of a handicap. * * * Assistance for veterans of recent wars has been more timely and constructive. * * * Changes in the nature of warfare are making the old concept of "veterans" obsolete. * * * The needs of evterans as well as non-veterans for economic security are being increasingly met through general programs. * * * Veterans as a group are better off today than non-veterans. * * *
>
> The circumstances described above indicate that the justification for veterans' pensions of the traditional type has diminished as the conditions of military service have improved and as alternative social security arrangements have developed.

We urge once more that this report be unearthed and its sober reasoning be reviewed and given serious consideration. With almost half of the Nation's population eligible for some kind of veterans' benefits, it is time that a reevaluation be made of a veterans' benefits program that would consider the legitimate benefits of the veterans population in the context of the Nation's needs and goals.

This view is not inconsistent with AVC support of the GI bill. AVC steadfastly supports readjustment assistance to the veteran, and educational assistance is of the utmost importance to his readjustment. Beyond this assistance, however, veterans should not be set aside from the rest of U.S. society.

It should be noted that AVC believes that exception should be made for the badly disabled and survivors, who should be enabled to maintain a decent standard of living. We quote the preamble to our veterans and armed forces affairs platform for our basic citizens first, veterans second philosophy:

> The American Veterans Committee has constantly reiterated, since its founding, it fundamental belief that rehabilitation and integration of veterans into the community is the proper scope and purpose of a veterans program. The achievement of economic security for veterans through sound economic planning for all citizens rather than through special grants or favors to veterans is basic AVC policy.

We wish to comment briefly on S. 2361, sponsored by Senators Kennedy, Cranston, and Yarborough, which would provide special educational services to veterans, particularly those with academic deficiencies. We welcome the conception of this program which would give the educational institutions the incentive and the aid to offer the proper programs to enable these veterans to overcome educational deficiencies due to economic or cultural deprivation.

I find, Senators, in my own college, that it is necessary to meet some shortcomings through reading laboratories, writing laboratories, tutorial services that help to raise these veterans, and indeed nonveterans, to a level where they may achieve with some degree of confidence.

I do not think this is something irrelevant to institutions of higher education, or something that is not to be supported, and I personally, apart from AVC, support this belief on the part of the Senators who sponsored the bill.

A little over a year ago the Department of Defense attempted to assist servicemen take their place in civilian society through "Project Transition," but reports of the program indicate its impact has been small and that job training provisions have received major emphasis.

The DOD "Project Transition" and "Project 100,000" (begun over 2 years ago) have been steps in the right direction, but they only scratch the surface of the need that exists.

Therefore, we are pleased to see this legislation, S. 2361, which would make possible the kinds of programs that would allow the educational upgrading of veterans so that they can take advantage of the G.I. bill of rights and proceed with college educations.

As a footnote, we strongly urge that the DOD, which has moved into a vacuum that our civilian instiutions should have handled, seek the maximum cooperation with community groups and local agencies. At this point, AVC reaffirms its conviction that these deficiencies of the disadvantaged, which are glaringly revealed when men enter and leave the armed services, must become a major concern of this Government if our society is to survive.

We suggest that there has been a double problem for many current veterans that has contributed to the underuse of the present GI bill and that has made it totally meaningless for the veterans coming from disadvantaged backgrounds.

One, that the financial assistance has been too low, so that a veteran without additional financial resources cannot afford to go to college, or if he is determined to go, does not have a free choice of schools, but must choose the public college, with no or low tuition costs.

I take exception to that aspect of the testimony. I think the public colleges are just as able as the private ones, but that is irrelevant to the general direction.

The thrust of the testimony is that a person should have a free choice and not necessarily be sent to a public college; AVC does not say that public colleges cannot as ably render services as a private college can.

Second, conspiring against a large group of veterans from taking advantage of the GI bill has been the educational deficiencies derived from their socioeconomic background which has not allowed them either to enter or pursue successfully a higher education program.

We therefore see in S. 2361 an important program which would help counteract this second strike against the disadvantaged veteran. We applaud the other bills which increase financial assistance to those studying under the GI bill, and the on-the-job/on-the-farm, and pilot training programs which benefit veterans who do not wish to pursue higher education. Apart from Federal legislation, AVC urges institutions of higher education to examine their resources to meet these educational deficiencies and the needs of these veterans.

In conclusion, let me say that President Nixon's appointment on June 5 of the President's Committee on the Vietnam Veteran reinforces our concern that disadvantaged veterans are not being helped by the GI bill. We applaud the recognition of this problem shown by the President and look forward to the study to be made by the Bureau of the Budget of returning vetreans "with emphasis upon those coming from disadvantaged backgrounds."

We believe that this legislation may provide some of the answers to these crucial questions and therefore support their enactment in principle.

Thank you, Mr. Chairman.

Senator CRANSTON. Thank you very much for your fine statement.

Senator Saxbe, do you have any questions?

Senator SAXBE. No questions.

Senator CRANSTON. Could you tell us more about the District of Columbia Teachers College's special programs for veterans which you talked about briefly in your statement?

Dr. COOKE. Yes, Senator, I would like to.

We sought first the road through the Teacher Corps, a program which would bring in veterans in the third and fourth years to prepare them for inner-city elementary teaching.

The Teacher Corps did not approve our proposal, though, and we next followed another route through the great cities VIPs program, but their program did not include among their eight or nine cities Washington, D.C. So we turned to a third route, and that was to go to Federal College Work-Study money to supplement GI allotment.

We persuaded the Federal College Work-Study people to increase our allotment for the sole purpose of bringing in veterans. They did make this increase, so we have now developed a program to attract the new veteran who is just entering college. He must meet the normal requirements for college and must be eligible for work-study, which means that he must be needy and thus socio-economically disadvantaged.

He would agree to train to teach, and he would be in agreement that he would eventually serve in an inner-city elementary school.

He would also agree to work as he studies and to be compensated for his work and to work in the community and in the schools where he might eventually go. These would be innercity schools; we have made agreements with the principals and the superintendents to take these veterans into the schools.

That, Senator, is the essence of the program. There are many more details, the types of studies, the kinds of community assignments, but this is essentially the elements of the program.

Senator CRANSTON. In this regard, and specifically focusing on S. 2631, if a Federal grant program were available, do you believe that there is a need for and that there would be a willingness by colleges to proceed to develop special courses to assist veterans in upgrading their skills and education so that they would be ready to handle a college education?

Dr. COOKE. I think so. I believe it ought to be persuasive for many colleges that find problems in funding special programs, a college needs staff, additional counseling staff, instructional staff. You need additional facilities, equipment in reading machines, and so forth, to upgrade their reading.

Colleges need the money, Senator, for this. And I think with Federal support they would seek to prepare the veteran.

I would certainly apply for it myself.

Senator CRANSTON. Could you provide the subcommittee with any more details on your proposals that the educational assistance program be revised to use the direct payment of tuition and fees, the system used for World War II veterans?

Dr. COOKE. I would provide you additional information on that subsequent to the hearing, Senator.

I would say at the moment it simply means, with my own experience, if the money is sent directly to Columbia University rather than to me, it may have been a substantially higher amount than I would have gotten in an ordinary monthly allotment.

Veterans in my college get $130 a month, and do not have to pay a great deal of money for tuition. It is obvious that where the Government directly pays the tuition and then provides the veteran an allotment for his living expenses, that it is a better system and a larger sum of money going to the benefit of the veteran.

Senator CRANSTON. Was there a ceiling on that?

Dr. COOKE. I don't remember.

Senator CRANSTON. In your statement you refer to the need of providing incentives to educational systems to establish programs to help veterans overcome educational deficiencies.

Do you believe there is resistance by the universities to alter their requirements?

Dr. COOKE. I believe there is a willingness to alter requirements Mr. Chairman. I served as co-chairman of the National Task Force of the American Association of State Colleges and Universities (AAS CU) for the past 2 years. AASCU consists of more than 200 colleges all over the United States. Our task force included presidents from California, Colorado, Massachusetts, Tennessee, Illinois, and the District of Columbia.

Eight of us college presidents on the task force were of a mind that admission requirements must be reviewed, may have to be altered.

In my own college, we have had selective admission for a hundred years. Since the granting of the bachelor's degree in the last four decades, we have had selective admission, which means a great number are selected out.

But in the last 3 years we revised our own admissions standards to, increasingly accept what we call the "college able," if not the "college ready." The "college ready" is the one who has already met our selective admission standards. The "college able" we define as a person who shows potential, although he may not meet all the standards.

We have admitted to college the "college able" and have provided services to them to supplement their academic program.

I believe colleges are revising their admission standards in this respect.

Dean of Education at the University of Chicago, Francis Chase, first used the term "college able," and I believe many colleges would review admission requirements and admit students, if the college had financial support.

Maybe "incentive" is not the best term. It connotes financial persuasion, but what it actually means is some kind of underwriting in terms of Federal grants for additional equipment, additional space, additional facilities, additional staff, instructional and counseling staff.

My answer to your question in summary, Senator Cranston, is yes.

Senator CRANSTON. Thank you very much. I appreciate your testimony.

We will now take a very brief recess. I will be back in about 3 minutes from another committee. Then we will proceed with Mr. Stover.

(Brief recess.)

Senator CRANSTON. The committee will reconvene.

The next witness is Francis W. Stover, director of the national legislative service, Veterans of Foreign Wars.

STATEMENT OF FRANCIS W. STOVER, DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS; ACCOMPANIED BY NORMAN JONES, DIRECTOR, NATIONAL REHABILITATION SERVICES, VETERANS OF FOREIGN WARS

Mr. STOVER. With me is Mr. Norman Jones, director, National Rehibilitation Services, Veterans of Foreign Wars.

Mr. Chairman, thank you for this opportunity and privilege to present the views of the Veterans of Foreign Wars of the United States.

My name is Francis W. Stover, and my title is director of the National Legislative Service of the Veterans of Foreign Wars.

The Veterans of Foreign Wars is proud of its record of support and assistance in behalf of legislation which culminated with the passage of the GI bill of 1966. We were extremely pleased when the Congress made the provisions of the GI bill retroactive to include all who had served in the Armed Forces since the official ending of the Koran conflict, which was January 31, 1955, and provided that these benefits shall continue indefinitely until terminated by act of Congress or proclamation by the President.

The GI bill of 1966 does include benefits for all who have served since the Korean conflict ended. It has generally been referred to as the cold war GI bill. Because, however, it was considered and approved by the Congress and signed into law by President Johnson shortly after the Bay of Tonkin incident, it has sometimes been referred to as the Vietnam GI bill. Regardless of what it is called, all who have served in the Armed Forces for the prescribed periods and who meet the other requirments of the law are entitled to assistance upon their return to civil life.

This subcommittee deserves special recognition for its leadership in finally winning approval of the GI bill. Special commendation goes to the senior member of this subcommittee, Senator Yarborough of Texas, who was then its chairman and the author of legislation which gave us the GI bill of 1966. His efforts in this behalf are well respected throughout the Nation.

However, Senator Yarborough was not satisfied with the final version of the cold war GI bill, and his amendments, advocated and strongly supported by the VFW, to improve and broaden the GI bill to include on-the-job, on-the-farm, and flight training are now a part of the bundle of rights and benefits which are available to today's returning veterans.

In the span of a few years, there have been inflationary upheavals in our economy which have had the effect of eroding or diminishing the rights and benefits available to returning veterans. The resulting deficiencies will be corrected in part by the bill before this subcommittee, S. 338, as amended, which will carry out a long-standing VFW goal in this regard.

We fully endorse the provisions of S. 338, which would increase allowance rates for eligible veterans pursuing educational programs under the GI bill. Although the increases in allowance rates are substantial, we think it should be recognized that even if the increases provided in S. 338 are approved by the Congress, the benefits available under the GI bill will not be sufficient to permit veterans to pursue a training or educational program without financial assistance from other sources. To obtain an education under the GI bill, even under new rates proposed in the Congress, it is necessary for veterans to make up the difference between the benefits and the cost of an education with money received from employment, family, or other means.

We are fully cognizant of the state of the Nation's economy, the costs of providing an adequate defense posture and attacking domestic ills, and the cost as well of providing veterans' benefits.

Nevertheless, we believe it is necessary for the Congress to consider whether today's GI bill is fulfilling the purposes defined by Congress at the time this training and education program was approved. Four purposes were set forth in the act.

First, it was to enhance and make service in the Armed Forces more attractive.

Second, it was to extend the benefits of a higher education to qualified and deserving young persons who might not otherwise be able to afford such an education.

Third, it was to provide vocational readjustment and restore lost educational opportunities to those servicemen and women whose careers have been interrupted or impeded by reason of active duty after January 31, 1955.

Fourth, it was to aid such persons in obtaining the vocational and educational status which they might normally have aspired to and obtained had they not served their country.

We must conclude that today's GI bill is not fulfilling the purposes defined by Congress when it was approved. In brief, the Nation is not paying for the education of returning veterans. The GI bill helps, but the veteran is hurting. It is reported that the average cost per year for a college-level education in public institutions in the United States today is $1,092. The cost of education in private institutions averages

$2,336. We are paying single veterans pursuing a full-time course of education an average of $1,040.

Averages, of course, do not tell the entire story. What is evident is that today's veteran does not have freedom of choice in selecting a college or university. The cost of attending Harvard is $3,700. Of course, everyone doesn't go to Harvard. But an out-of-State student attending the University of Vermont must pay total charges of $2,870. Even for Vermont residents the cost of tuition, room and board is $1,470.

For most State schools, present allowances are marginal. Allowance rates provided in S. 338 should prove generally adequate to meet the costs of enrollment in State universities during the coming year. Even the new allowance rates, however, will not be adequate to meet the costs of enrollment at Stanford, $2,145; Dartmouth, $2,350; Northwestern, $2,190; Tulane, $2,100; Duke, $2,000; Reed, $2,450. Similarly, at Southern California the allowances will do little more than pay for room and board.

We hope that this subcommittee and the Congress will approve the new allowance rates provided in S. 338, as amended. We would urge the subcommittee to go further than that and point to the goals that might be achieved if the GI bill fully met the purposes defined by the Congress at the time it was first approved.

There is discussion now about the possibility of an all-volunteer army. Surely, an all-volunteer army will not become a reality unless adequate incentives are established. I think we should be clear in our minds, as well, that when we speak of an all-volunteer army we should not be led to the conclusion that it must be an all-professional army, such as we had immediately prior to World War II. The military hardly wants an all-professional army.

Ideally, it would seem that the Army should be made up of a professional cadre blessed with a constant influx of young men, immediately out of high school, who would serve for several years and then pursue an education or training program prior to embarking on a career. If this is an acceptable goal, we must have an education program that will enhance and make service in the Armed Forces more attractive, extend the benefits of a higher education to qualified and deserving young persons who might not otherwise be able to afford such an education, provide vocational readjustment and restore lost educational opportunities to those servicemen and women whose careers are interrupted or impeded by reason of active duty, and aid such persons in obtaining the vocational and educational status to which they aspire.

We would ask the subcommittee to look to these goals and perhaps in its report to the Congress point in the direction that we must go. We might one day find ourselves fully involved in educating a select and separate few who will volunteer their services to the Nation's military. Such a program could hopefully meet all the needs of veterans, whether their goals be a higher education or vocational training.

In the field of vocational training, the Veterans of Foreign Wars supported the liberalizing amendments to the GI bill of 1966 which authorized on-the-farm training. The delegates to our most recent National Convention were cognizant of this program when they adopted unanimously a resolution, identified as No. 108, which proposes return of the Farm Cooperative School to the format used after World War II and Korea.

S. 1998, 91st Congress, is similar to S. 3499, 90th Congress, which would carry out the purpose and intent of this VFW National Mandate No. 108. Therefore, the VFW supports S. 1998, which would modify the requirements for farm cooperative training under the GI bill, with the strong recommendation that it be favorably considered and reported to your full committee.

Another bill which is strongly supported by the VFW is S. 2036. Through an oversight in the cold war GI bill, the returning veteran who has not completed the eighth grade cannot take advantage of the GI bill assistance without losing some of his entitlement for college benefits. However, if he finished the eighth grade but did not complete high school, he can complete his high school education without losing any of his entitlement for post-high school or college training. Here we have a situation where a veteran who needs the most help is not receiving equal consideration.

Any person who has not completed the eighth grade is assumed to be near the bottom of the ladder of the educationally disadvantaged. It is our understanding that approximately 129,000 of these veterans have been discharged from the Armed Forces since the enactment of the cold war GI bill. Over 20,000 have left the service to return to civilian life during the last 3 years.

These veterans deserve special consideration in the view of the Veterans of Foreign Wars. By all means, they should be accorded equal treatment with veterans who have completed a portion of their high school education. This unintended oversight in the law should be corrected.

The VFW strongly endorses S. 2036, with the hope that the subcommittee will promptly report it to the full committee and the Senate for favorable consideration and approval.

With respect to S. 2361, the VFW has long been concerned with the so-called high school dropout, the educationally disadvantaged, or the veteran in particular need of assistance because his educational, social, and economic background is such as to make it much more difficult for this veteran to avail himself of the existing GI bill benefits.

There is concern for this group at the highest level of government. In establishing the Presidential Committee on the Vietnam Veteran, President Nixon made the following statement:

> I expect that the committee will provide answers to three major questions.

One of the questions which the President expects this committee to answer is:

> How can we design programs to help those veterans who need help the most—the under-educated, ill trained, hitherto unemployed or under-employed?

The distinguished chairman of this committee and a longtime chairman of this Veterans' Affairs Subcommittee, Senator Yarborough, has expressed his keen disappointment over the degree of veteran participation in the cold war GI bill program. As the champion of the GI bill for 10 years, he has been quoted as saying that current participation figures are a tragedy and that there should be millions more of our veterans in schools at this time.

Newspaper articles have appeared in recent months indicating also that the so-called disadvantaged, dropout-type veteran isn't taking advantage of the cold war GI bill.

With this background, it seems evident that the veteran who hasn't finished high school and who comes from an economically, socially, or educationally deprived environment isn't taking advantage of the GI bill. The VFW has no special information or evidence in this regard except what is furnished by the Veterans' Administration.

S. 2361 would provide special educational assistance to a veteran who has academic deficiencies by reason of his deprived educational, cultural, or economic background or physical handicap.

All of this assistance, if approved, would be carried out by the Commissioner of Education of the Department of Health, Education, and Welfare under the overall direction of the Veterans' Administration.

The VFW has long supported legislation and proposals aimed at reaching and helping the largest possible number of returning veterans. The GI bill of 1966 has been of tremendous assistance to a large number of cold war and Vietnam veterans. Admittedly, however, there are a large number of veterans who need additional help.

We were particularly pleased when the cold war GI bill added a provision that a veteran could finish high school without losing any of his entitlement for college or higher education. This was an innovation in the law which is aimed at helping the so-called high school dropout.

One of our reservations concerning this bill, S. 2361, has to do with high school education for veterans. This bill would provide for high school level assistance to be accomplished at schools of higher learning or colleges and universities.

Presently, practically every independent school district in the United States provides adult education courses which educate adults for high school diplomas or their equivalents. A number of junior colleges, it is understood, also provide the educational equivalent to a high school course. These adult education classes are provided free of charge to veterans who seek a high school education.

It has never been anticipated by the Veterans of Foreign Wars that a veteran who has reached adulthood would return to high school on a full-time basis. As a matter of fact, most of these veterans take advantage of the adult eduction programs provided by the public schools and independent school districts.

This bill, S. 2361, would have colleges provide a high school education for a rather limited number of veterans. It is our conviction that if we want to do the most with the money available for the high school dropout, we should zero in and concentrate on what needs to be done to help the largest number of high school dropouts.

If there is a large number of veterans who need help to enter college or a school of higher learning, then there is something wrong with the present program. Some thoughts in this regard come immediately to the forefront.

Today we are enjoying our highest degree of prosperity. Most Americans can get a job. Veterans coming out of the service are generally adults. Many are married or preparing for marriage. If they haven't finished high school, the motivation for them to go back to school, to one of these adult classes, to earn their high school diploma and qualify them for college training, must be of such magnitude that it would be worth their effort.

Presently, the measurement or computation of assistance provided to veterans attending high school is figured on a clock-hour basis, which requires an inordinate amount of time if the veteran is employed. It seems to the VFW that the way to tackle this problem, or at least one way, is to make the assistance as attractive as possible for a veteran who is returning to high school, so that, in time, he will be accepted by a college or institution of higher learning.

In that regard, another reservation about S. 2361 deals with this specific question of admission to colleges and universities. Generally, only the top-level students who are fortunate and qualified, are admitted to most universities and colleges today. The cream of the high school graduates is admitted. Certain minimum test scores must be made by applicants in the top level of their graduating class before they are admitted to a college.

How many colleges can be expected to amend their rules of admission to take care of students who are by definition "academically deprived"? It must be kept in mind that there are approximately 3,000 schools of higher learning which would be eligible for this type of assistance. The cost of such a program to have any appreciable impact on the problem would be tremendous.

Another reservation the VFW has with respect to this bill has to do with the delegation of the program to the Office of Education. It The Veterans' Administration, on the other hand, has administered by the Office of Education are grant programs.

The Veterans' Administration, on the other hand, has administered the only truly national education program this country has ever had. I am referring, of course, to the GI bill of 1944 for World War II veterans and the subsequent extensions of this bill to include veterans of the Korean conflict and post-Korean and Vietnam.

The Veterans' Administration is engaged in administering all of the services which this bill proposes to provide. The Veterans' Administration pioneered in providing counseling services, and today extensive counseling, tutorial, and special education services are a part and parcel of the programs of the Veterans' Administration for veterans. What is necessary to rehabilitate a veteran, you can be sure the Veterans' Adminstration has the know-how.

The Veterans' Administration has the most extensive hospital and medical care facilities in the Nation. These are available to help veterans when they return to civilian life and are by law available for the education and rehabilitation of veterans.

The Veterans' Administration, through the GI bill's vocational rehabilitation program for the service-connected disabled and the War Orphans Educational Assistance Act, has been in constant touch and worked closely with public and private institutions which provide educational and training facilities that are suitable and necessary. The Veterans' Administration, by contract, has worked closely with all State departments of education in the approval of institutions and programs for veterans.

The Veterans' Administration has also had wide experience in cooperating with and employing the facilities of State employment agencies for the purpose of placing in gainful employment veterans who have received vocational rehabilitation.

I could go on about the vast experience that the Veterans' Administration has in the rehabilitation, education, and training of veterans.

One last point, however, and this involves war orphans. Many do not realize that the Veterans' Administration administers such a program. For those children of veterans who have died while on active duty in the service, special restorative training is one part of the wide range of assistance which the Veterans' Administration can provide.

Everyone acquainted with the Veterans' Administration has been in agreement that the GI bills, vocational rehabilitation for the disabled veteran with employment handicap, and war orphans and widows educational programs should be the responsibility of the Veterans' Administration. Why should Congress ignore the Veterans' Administration and delegate, this program to the Office of Education?

The Veterans of Foreign Wars has a more basic reservation with respect, however, to the Office of Education. Placing the administration of this program in the Office of Education would be viewed with great alarm by veterans as a step toward transferring veterans programs to other agencies.

In summary, on this particular bill, S. 2361, the Veterans of Foreign Wars is in favor of additional massive assistance to the so-called disadvantaged veteran who does not have a high school education. We believe, however, that this bill will not reach the great majority of these veterans and at best will provide only token help.

At this point, Mr. Chairman, I would like to say that I was here when Senator Kennedy spoke on this bill, and I realized I may have misinterpreted the impact his bill would have.

We favor his bill, except for our reservations, as I have noted on the Office of Education. Senator Kennedy said he did not intend this to be a cure-all for all disadvantage veterans.

Senator CRANSTON. Thank you.

Mr. STOVER. It is our recommendation that this subcommittee and the Congress address itself fully to the question of why the veteran who hasn't finished high school isn't going forward and to approve legislation which will resolve the problem. Initiating a new program in an agency inexperienced in serving veterans is not the answer.

H.R. 6808 received the support of the VFW when it was under consideration by the House. Without going into all of the details of the bill, the VFW is especially pleased with the provision that will eliminate the prohibition against the dual receipt of educational benefits under the GI bill and certain other Federal educational grants. The duplication bar would be limited to cases of veterans on active duty with the Armed Forces or the Public Health Service, whose education or training is being paid by the Federal Government, and cases of civilian Federal employment, whose education and training is being paid under the provisions of the Government Employees Training Act and who are receiving their full salary during that period.

In all other cases, the educational assistance allowance paid by the VA to an eligible veteran, whether or not he is receiving assistance under some other Federal grant or scholarship, would be paid.

As you know, veterans receiving benefits under the GI bill may receive assistance under other Federal educational programs, as provided in Public Laws 90-574 and 9-575. H.R. 6808 would extend this to all Federal education programs.

These, Mr. Chairman and members of the subcommittee, are the views of the Veterans of Foreign Wars with respect to these bills relating to educational assistance for veterans.

It is our recommendation that your subcommittee favorably consider the VFW position and recommendations and that the bills carrying out these recommendations be reported to your full committee with the recommendation by the subcommittee that they be approved and reported to the Senate for its consideration.

Thank you very much, sir.

Senator Cranston. Thank you very much for your appearance and your testimony. I appreciate that clarification with regard to Senator Kennedy's measure.

On page 3 of your statement, you cite higher education costs.

Could you tell us the source of your figures and whether or not the amounts you have indicated at this point in your statement and later at the bottom of that page and the top of the following page are tuition costs only, or are they the total costs of attending college?

Mr. Stover. My recollection is that these are tuition costs. I am sorry, Mr. Chairman, I would have to check where that information came from. I believe it came from a list of the present tuition rates.

Senator Cranston. If you could check that and indicate that to us, I would appreciate it.

(The information referred to follows:)

COST OF HIGHER EDUCATION

The figures for the average cost per year of $1,092 for a college level education in public institutions and $2,336 for the average cost of education in private institutions were obtained from a Congressional office, which, in turn, inform us that the figures were taken from a publication of the Department of Health, Education and Welfare.

As to the figures indicating the cost of education at the particular colleges and universities named in my statement, our source was the June 9, 1969 issue of the U.S. News and World Report. The figures appeared on page 85 of that issue. The figure of $3,700 for Harvard is the total cost including tuition, $2,400; board, $720; with other charges, including room, bringing the total to $3,700. The costs listed for Stanford, Darmouth, Northwestern, Tulane, Duke and Reed are for tuition and fees only. In my statement I did not refer to the exact figure for room and board at Southern California but this sum is reported to be $1,150.

Senator Cranston. I note your comments on the voluntary army aspects of benefits, and we will give that our attention.

Regarding the Kennedy bill to establish special educational services for disadvantaged veterans, you state at the bottom of page 7 that most veterans with less than a high school education take advantage of the adult education programs provided by the public schools and independent school districts.

It has been my impression that such participation in adult education by veterans has not really been very great.

For example, I believe that only 12 percent have returned to high school at all.

Do you have any statistics that would back up your belief that there is a higher rate of participation?

Mr. Stover. No; I wouldn't want to take issue with it. I may have misled you on this statement.

What I should have said or meant to say was that they can take advantage of these adult education programs and of the veterans who go back for a high school certificate most of them obtain it through such programs. I would say that the veteran who goes back to high school has to put in 25 clock-hours a week, which is 100 hours a month, and that is full-time training, as opposed to going to an institution for higher education, where he is rated on a semester-hour basis.

So he has to go 100 hours a month in order to get $130 a month. I think this is a great deterrent to many veterans returning to school to complete their high school education.

Senator **Cranston.** Do you feel, incidentally, that there are like deterrents of a different nature in the on-the-farm training provisions?

For example, if they don't own a farm, they would be ineligible for that opportunity under S. 1998 which you endorsed.

Mr. **Stover.** I would like to ask Mr. Jones to answer that. He has wide experience. He was director of education in the State of Kansas for many years.

Mr. **Jones.** The present farm training, particularly in view of the implementing regulations, is practically a negative program, as you know. I don't think there are more than 400 enrolled in it across the country, and to gain a much larger program, I think, would require reversion to the World War II type program, with some controls, perhaps, to make it really training and not the receipt of an allowance just for being on a small tract of ground or something.

Senator **Cranston.** Do you feel that the specific provision that requires the veteran to own or control the farm is a limiting factor?

Mr. **Jones.** I would think it would be, to some extent, anyway.

Senator **Cranston.** And also the provision that he has to be able to sustain himself for some sort of a period of time would seem to be impossible.

Mr. **Stover.** I think agriculture is a big business now, and I think since World War II the small individually owned farm is pretty well disappearing from the American scene. And I think any assistance in this area should be tailored to fit this idea of training someone to operate these really big agri-businesses.

Senator **Cranston.** Yes, which might mean taking training in an institution like the University of California.

Mr. **Stover.** Right.

Mr. **Jones.** In the World War II program, many people thought there was abuse, and in correcting the abuse, it seems to have gone to the opposite extreme.

That is one thing about the GI bill. The World War II program provided for direct payment of school expenses, and also a subsistence allowance. There may have been some abuse.

Senator **Cranston.** Thank you very much.

To get to the dropout and disadvantaged problem, you recommend in your testimony as the solution of the problem of low utilization of GI benefits by high school dropouts that we make assistance as attractive as possible to the veteran returning to high school so in time he will be accepted by a college of higher learning.

Do you have any recommendations on how to accomplish this, either administratively or legislatively?

Mr. **Stover.** Going back to the clock-hour basis, I think you could substitute for that a more liberal provision, such as the ones set for those in college.

I do know that you don't have to sit in classes in college for 25 hours a week, and when you think of a veteran who has worked all day—he may have family responsibilities—who then has to go to class 25 hours a week, 100 hours a month, it seems to me that this is an unrealistic approach to a man who originally didn't think enough of education to finish high school anyway.

So if we could retailor that—I guess it would take an act of Congress—I think that that would be one area which would be very helpful to this group.

Senator **Cranston**. To get back to the Kennedy bill, although you have some questions about the procedure as it is spelled out there, do you feel there is merit in the grant approach to encouraging schools to take a greater interest in veterans so the veterans may have greater opportunities for education?

Mr. **Stover**. I would like to ask Mr. Jones to answer that.

Would you want to respond to that?

Mr. **Jones**. I would think so. I think it has been stated before that no one really knows to what extent colleges and universities might be receptive to this. But I think it would be sufficient to warrant a trial.

After World War II, many veterans were allowed to go to college, even though they didn't have high school at all. The colleges were favorable to giving them a chance. Then it seems we passed through a period of years when most universities and colleges adhered rigidly to high admission standards.

In reading the press in the last few years, some now are considering giving perhaps veterans and nonveterans alike at least a chance. Perhaps with some special help of this nature, more young veterans could make it in a college and university.

I think one of the problems we have in the low enrollment rate of these young men who are educationally deprived is our total inability to have a sitdown talk with each one of them. It seems to me that even the Veterans' Administration's programs have not reached all of them, and I am sure there are many who don't understand they could patch a program together, even though they perhaps may not have had high school at all, but that there is a way they could patch it together, to use a casual word, not only to get their high school education, but to go on to college.

Not many understand this can be done. All of us put together aren't reaching all of them on an individual basis.

Senator **Cranston**. In regard to S. 2361, would it be your feeling that the program should be broadened to be available to profitmaking training schools?

Mr. **Jones**. I couldn't see any objection to it as long as it is held to types of training which really are meaningful and lead to employment, and we don't let it deteriorate to something that isn't really meaningful.

Senator **Cranston**. I think that covers everything I have.

Thank you very much.

Mr. **Stover**. Thank you very much, Mr. Chairman.

Senator **Cranston**. The next witness is Donald W. White, director of the veterans accelerated urban learning training program, Webster College, St. Louis, Mo.

STATEMENT OF DONALD W. WHITE, DIRECTOR, VETERANS ACCELERATED URBAN LEARNING TRAINING PROGRAM (VAULT), WEBSTER COLLEGE, ST. LOUIS, MO.

Senator Cranston. We welcome you here and are delighted to have you with us.

Mr. White. Thank you very much.

As a representative of Webster College, I would like to express my thanks for having the opportunity to appear before this committee and share with you our experience with veterans and to bring testimony in support of Senate bill 2361.

For the past year we have been totally involved in Project VAULT in an effort to meet the desperate need to provide educational opportunities for returning war veterans. We feel there is no other program in the Nation quite like it as we are providing the veteran an opportunity to earn a bachelor of arts degree in less than 4 years and a possible M.A.T.—master of arts in teaching—at the end of another year and a half.

But before discussing the objectives and philosophy of Project VAULT, I would like to emphasize the exigency of providing legislation that would enable institutions of higher learning to provide the remedial, tutorial, personal and academic counseling, and other academic supportive services for veterans who desire to further or improve their education.

The transition period from the military to civilian life is not always an easy one, especially for those veterans who have been engaged in hostile combat in hostile environs. But surely it must be more difficult to find a painless level of entry into the academic world as a student for those veterans whose previous school experiences were anything but pleasant, particularly for those of disadvantaged backgrounds, members of minority groups—or both—who entered military service before or upon high school graduation.

His educational background to that point is deficient, his professional aspirations are negligible, and his chances for formal training in the service are slim in the face of high combat priorities. While in the service he enjoys a fair amount of tolerance. If he is black, he may enjoy a fair amount of racial tolerance, some prestige as a fighting man, and somehow begins to share the conviction that "things will be different" when he leaves the military to reenter civilian life.

It is clear, however, that once again society has created false expectancies for him. He is too often academically unacceptable to colleges and universities and unemployable in any long-range career sense. As a rseult, he is often feared for the militancy he develops in response to his letdown.

Obviously, any attempt to typify a situation which involves thousands of individuals falls short of adequacy. On the other hand, that that situation just generalized exists today at a crisis level is undeniable.

I would like to move from the general to the specific using our experience in Project VAULT to dramatize the pressing need for supportive services for veterans' educational programs that I think S. 2361 calls for.

In the area of academic and personal counseling the need may very well be the greatest. Full-time personnel are needed to spend many hours in close personal consultation with veterans to encourage them when they have doubts concerning their ability to successfully negotiate a college course of study.

Sometimes a single low mark can be destructive—serving to reinforce old beliefs of inferiority and low achievement. But with proper guidance and sensitive counseling, the impact of poor performance need not be so traumatic.

In conjunction with the obvious need for academic counseling is the ever present need for trained personnel to offer remedial and tutorial services to the veteran with academic deficiencies. Too often during the past year we were unable to provide adequate tutorial and remedial assistance to our students.

For example, we have some students who possess great ability and desire, but lack the requisite skills to put their ideas on paper employing the correct grammatical usage and structure. The same is true in the area of collecting and organizing data and material for term papers and reports. This is particularly painful to observe when it is a student who makes only a few mistakes and you are certain his difficulty could be corrected with a few tutorial sessions—sessions which, unfortunately, we are unable to provide.

Now, I would like to extemporize here briefly and say that I don't want to create the impression that unless there is always money available that no one in the college will take any time or put forth any effort to be of assistance to veterans who need remedial assistance.

What I am saying is that the need sometimes is so pressing and that we haven't had the funds to hire people to be available to provide this service.

We have had students of tremendous ability drop out of our program whom I believe would still be with us if they had received that extra encouragement and guidance that well-trained sensitive counselors can provide, but, unfortunately, we cannot afford on a full-time basis at Webster to do that.

I cannot overemphasize the importance of personal counseling. Veterans of disadvantaged backgrounds generally require special counseling as their problems quite frequently are of a different nature than other students. For many it is difficult to make the budgetary adjustment in their lives, especially when they are in daily contact with younger students who may have more money. If the veteran is married, his wife may not see the advantage in postponing rewards until later and she may pressure him, against his will, to leave school and "get a job."

We have had situations of this nature and learned that if the wives are given counseling along with the veterans, an amenable situation can sometimes be achieved. Additionally, we have lost students with great ability simply because we could not give them day-to-day encouragement and personal attention they needed, simply because we do not have adequate resources to hire the personnel.

Again, I would like to move away from my prepared text here and point out that in regards to personnel counseling and, of course, the close contact that these veterans need, that just recently, within the past 10 days, we had a very tragic event that took place involving a former member of our program that all of us were saddened about.

A former VAULT student recently called me stating that he wanted to get back into the program, he had dropped out for financial reasons. He was a man who obviously needed counseling, but he was a very excellent student, had great skill and ability in writing. In fact, he wanted to pursue a course in the study of English.

One evening, I receive a phone call, and was asked if I were watching the 6 o'clock news. And I said, "No."

The caller said "Well"—and gave the name of the student—"he has been involved in something, or they thought that is who it was."

As I watched the later news, it was without a doubt one of our former students along with six other desperate young men, who were involved in a robbery during which one guard was slain, another wounded and a customer in the establishment was severely beaten. I was told later that at least three of the young men involved in this crime had served in Vietnam.

This was a man who was very much turned on by the VAULT program, and yet for financial reasons he could not continue, and he had other personal problems involving his family. But he had served his country and deserved more, but as a result of desperation had turned to crime and violence.

From the information I had, he was not the initiator of this activity, but he was certainly involved in it. And today he is under indictment along with six other men for murder.

Certainly that is the extreme, but I think it is something we have to think about when we are talking about men who are from disadvantaged backgrounds and their aspirations are raised—and sometimes when we can't provide the kind of counseling assistance and guidance that I think a number of the men need and require.

While I could continue to cite case after case in support of the need to create special programs for veterans at institutions of higher learning, I would like to point out that it is mandatory that we all guard against establishing large remedial programs within colleges which too often become separate entities almost a separate college within a college carrying a stigma which is synonymous to low achievement and slow learning. Too often some institutions of higher learning hold students needing remediation virtual prisoners in special programs failing to create an academic level of entry into the regular college.

In Project VAULT we have prevented this by availing pertinent courses to the veterans during the second semester with instructors who are sensitive to their specific needs.

Project VAULT (Veterans Accelerated Urban Learning for Teaching) began at Webster College in June of 1968. Initial financial support for the program was provided by a grant of $25,000 from the Danforth Foundation of St. Louis. The objective of VAULT is to meet two fundamental needs of our society: first, the desperate need to provide for more qualified teachers (especially male) in our inner-city schools and to create an entry level into a profession for individuals from disadvantaged backgrounds. It is designed to attract veterans both black and white and prepare them for teaching in an accelerated 3-year period. The concept emphasizes courses highly relevant to social and minority-group problems to stimulate interest in formal education, "action learning" which would immediately place students in field situations supportive of classroom work, and a tangible, professional goal at the end of a relatively short period of preparatory time.

I would like to move away from my text again here and just point out that earlier when I said "3 years," ideally it would be that amount of time. It is accelerated, and the men go year-round. We have a winter session and a summer session as well.

I would like to say that for those students who are not able to negotiate our program for a full baccalaureate degree in teacher education, that we are working closely with the community college. The community college as training for men who may want to work in a technical field, get some kind of business training, become medical technicians, or, in fact, if they wanted, to get some training in franchise operations.

Everyone, I think, may decide they don't want to go on and get a B.A. degree, and we certainly can't encourage everyone and tell him he can get a B.A. degree when maybe he simply can't make it, or he may change his mind.

What I am saying is that we don't just discard these men and tell them that if they can't make it as teacher trainees there is nothing for them.

Currently Vault students are interning in the St. Louis public schools and suburban Kirkwood schools. St. Louis assignments are in 10 Banneker District elementary schools, while Kirkwood students serve as teacher assistants on all three levels—elementary, junior high, and high school.

Present plans call for field assignments in agencies which play a major role in the daily lives of inner-city families and their children, for example, St. Louis Housing Authority, welfare department, juvenile court, and possibly the police department. If one intends to teach within the city, actual working experience with one or all of these agencies would be invaluable during the preparatory period.

While the development of the program from its summer opening through the relocation of students from base to campus has not been without its problems, results to date have confirmed the assumption upon which the original concept was founded. In addition, the major potential problem, that of student attrition, has been less a factor than originally anticipated.

For example:

Sixty percent, or 25, remaining in the program after first year.

Veterans were from throughout the Nation with at least 50 percent coming from the St. Louis area.

Three of the Vault veterans are top math students at the college.

One is a top chemistry student.

One is quite adept at film-making and audio-visual aids as teaching devices.

Several are succeeding exceptionally well given their poor educational background.

Not only does Vault serve the veterans, but it confronts a wide range of deficiencies in higher education related to the problems of the disadvantaged student.

These problems include:

The disadvantaged student who possesses basic ability for success in college but who cannot meet normal admissions requirements.

The disadvantaged student who has the ability but not the aptitude for college.

The critical need in elementary and secondary ghetto schools for teachers representing minority groups.

The need for male teachers in ghetto schools to help fill the father-figure gap so common to ghetto children.

The need for well-educated leadership for minority societies.

In closing, I would like to say that as a nation we would be displaying a gargantuan insensitivity if we fail to allocate adequate resources for veterans educational programs, thus consigning them to the slagheap of despair and frustration while we continue to pump astronomical sums of money and effort into excursions to the moon, the development of questionable defense systems, and the overproduction of war weaponry which continues to swell the coffers of some benefiting industrialists.

An investment in this kind of legislation would prove to be invaluable.

I would like to thank you for having an opportunity to appear before this committee.

Senator **Cranston**. Thank you a great deal. We deeply appreciate your presence and the fact that you came from quite a distance to be with us and to offer us your advice.

You have alluded to the need for legislation like S. 2361 to enable institutions of higher learning to provide necessary special supportive services for veterans desiring to further or improve their education.

Do you have any views on whether any significant number of colleges, junior colleges, or universities, if grants were available for this purpose, would be willing to participate in those programs?

Mr. **White**. Only the basis of the publicity that I feel our program has received over the past year. We have received numerous inquiries from a number of colleges from across the Nation, from New York to California, the State of Washington, Arizona, Wisconsin, numerous colleges having shown interest.

So that leads me to believe that if these kinds of programs were available that there are a number of institutions that would be interested.

Senator **Cranston**. Could you provide us with a list of institutions that have inquired about this?

Mr. **White**. Yes, Mr. Chairman, I would have to do that, as I don't have that information right here with me at this time. But I could provide that at a later date.

(The information referred to, subsequently supplied, follows:)

> University of Wisconsin at Madison and Waukesha; Arizona state; University of California at Santa Cruz; State University of New York at Buffalo; University of Colorado at Boulder; Hofstra University; San Diego State; YMCA Metro. College of Chicago; Southern Illinois University; Sam Houston State College; Cleveland State University; University of Indiana; Purdue University; and City University of New York.
>
> There are a few others but at present we are unable to locate necessary information.

Senator **Eagleton**. I am sorry, Mr. White. I traipsed in through the room and wasn't aware you were testifying here on Senator Cranston's Subcommittee on Veterans' Affairs.

I am not of late as fully familiar with the VAULT program that you have initiated at Webster, but what I have heard about it to date has been uniformly commendable.

Mr. White. Thank you.

Senator Cranston. In describing the VAULT program, you are aware of the danger of running programs that separate and identify as slow learners the veterans in special programs.

As one way of avoiding that pitfall, you refer at the top of page 4 to courses during the second semester with instructors who are sensitive to meeting veterans' specific needs.

I don't quite understand this. Could you elaborate on that point?

Mr. White. Yes; I suspect that is a little vague. What I was referring to is at Webster College, we have a number of faculty members who are quite sensitive and sympathetic to the VAULT program.

We have contacted these instructors, and they have worked very closely with our veterans. They give them extra attention, special attention in working along with them, and they are fully attuned and sympathetic to the program, so that if there is any kind of signal that says a person is not doing very well, it comes to our attention, and we try to get as much counseling and assistance for that veteran as we possibly can.

I think it calls for having instructors who are willing to spend time with veterans. I think sometimes programs take on a stigma that it is a special program, that these fellows are not up to par with other students. And I think these students invariably become disenchanted and feel they are really not part of the college.

Quite frequently, it becomes a college within a college, that students who belong to certain programs are recognized as being "them," and the students know this immediately. He knows if he is in a classroom that is different from what other students are part of.

Now, it is not to say that everyone who comes into the program automatically goes into classes in the regular college. Initially, after we have what we call a "laboratory experience"—and we are doing this now with a new group of VAULT students, 28 more who started May 26—and on the basis of their performance during this period will determine where they will be placed.

We have courses dealing with contemporary social problems. We train them in the use of motivational media, so that when they go into the schools as teachers' aides and assistants during the fall, they have a skill.

Part of their training is working in the schools in St. Louis, in Kirkwood, and this year in University City, and Webster Groves as well. So they do have skills when they enter these schools.

Senator Cranston. Could you explain the value in more detail of the hooker courses?

Mr. White. The hooker courses were initiated last year. Obviously, when dealing with men just discharged from the service—and when they are aware of what is transpiring in our society today—there is a great concern on the part of the veterans concerning the unrest in our Nation. A number of them were concerned about the socioeconomic disparities in our society, racial conflicts, and the hooker courses appeal to them.

We have courses that deal with certain philosophies and ideologies, that I suspect might not be acceptable at the more conservative institutions, but these hooker courses are most relevant to today's highly politically active times, and encompass variant philosophies from Marxism and Malcolm X to extreme conservatism and fascism. We feel the students should feel free to discuss and study whatever their interest may be, and get it out in the open.

These courses have great appeal to them.

This is an example of what we call the "hooker" courses. A combination of political science, economics, poverty and our Nation's racial crisis.

Senator **Cranston**. Would you amplify the relationship at your schools in which the veteran teachers are engaged in practice teaching, and about any relationship you are developing with Forest Park Community College?

Mr. **White**. Yes. We have veterans who work as teacher assistants in St. Louis and Kirkwood, as I pointed out. They work about 15 hours a week. Initially, they were expected to work 20 hours a week, and we knew immediately that would never work out. For someone who is from a disadvantaged background, to expect him to put in 20 hours as a teacher's assistant and also expect him to perform at an optimum level as a teacher assistant is unrealistic. So this was reduced to 15 hours after a few weeks' experience.

They serve with various groups in the school, work with independent students and independent studies, this is, students who might be slow learners, students who might be advanced. They help students with reading, tutorial situations, and they supervise activities. They might serve as monitors in the lunchroom as well as study halls, but by no means are we putting them in the situation where they would be recognized as policemen.

We recognize that policing the cafeteria, or monitoring the cafeteria, is part of a teacher's duties, but we don't want them to fall into the category where they are looked upon as only disciplinarians.

Senator **Cranston**. What standards have been used to select veterans to participate in the VAULT program?

Mr. **White**. Generally, the standards have been those discussed here this morning. They are students who would normally not have gone to college, who felt that as a result of past academic performance they wouldn't have a chance to enter a college.

These are the ones we selected. The program began last year. They were selected on the base by contacting them in groups in such places as recreational areas, day rooms, and even some off-base sites of recreation such as taverns and pool halls. I should add, that the post commander and certain commanding officers at Fort Leonard Wood were cooperative.

This year, we are primarily concentrating our effort in the St. Louis area, simply because of the great need there, and you don't get into the difficulties of recruiting students from across the Nation who have to relocate in St. Louis. And they don't have contacts there. They don't have jobs. They haven't got friends. And this causes a tremedous burden on some of the students, real economic problems that leads me to speak on in support of S. 338, concerning the need to increase the veterans monthly allowance.

Senator CRANSTON. What changes were made in admission requirements?

Mr. WHITE. Well, generally, we threw out anything that had to do with SAT tests, or that kind of judgment level of performance a student adhered to when he was in high school.

If he was a pushout, or dropout, whichever you prefer to call him, obviously the chances of a student like this of getting into college are slim.

We accepted the students on the basis of their performance in the 8-week laboratory experience, and we are accepting our new enrollees on the basis of their performance for the period starting May 26.

Senator CRANSTON. When these youngsters who did not have much opportunity and hope, when they are given opportunity and hope, what are the results in comparison with those who meet the more normal admission standards?

Mr. WHITE. I don't know what it would be overall, but for some students who feel they are right on the brink of gaining something they've always wanted, this can be harmful and discouraging.

A number of students last year were quite disgruntled by the fact that they couldn't understand why it was so difficult to get money to pay for their education, that they did not have a GI bill, so to speak. They get veterans' educational benefits, but in comparison to what veterans of other wars have received, it is minuscule. They certainly don't receive anything like they did in World War II. This is one of the problems.

They get very upset concerning that, and we have had situations that have ranged from a few students who became overly hostile toward Project VAULT and have publicly said they were let down, hostile toward the Government in general. This of course is the exception, but a few have felt letdown, especially if they had to withdraw from class for economic reasons.

It is totally dependent upon the individual and how he is going to react to a situation like this.

Senator CRANSTON. What level of increase do you feel is necessary? Is $130 to $190 adequate?

Mr. WHITE. I certainly think the $190 monthly allowance for single veterans and the $215 monthly allowance for married veterans as outlined in Senator Yarborough's S. 338 is a definite step in the right direction and shows great sensitivity.

Senator CRANSTON. To return to that other point for a moment, I have heard and have personal knowledge of cases in connection with other institutions where young people who had given up on themselves and on whom society would normally have given up, have, when given an opportunity for an education at a college, proceeded to do astounding things in terms of change of attitude and change of approach to the opportunity to learn, and the consequences have been a remarkable gain in education and a broadening of life and going out to meet new responsibilities and opportunities with confidence and success.

Do you have some striking examples of this happening?

Mr. WHITE. Yes, we have.

A case in point would be a fellow who was a school dropout and finished his high school equivalency in the Armed Forces. He is from rural Arkansas. He has always been interested in math. In fact, he has done so well in math that he is now taking calculus in the regular curriculum at Webster.

We have three other students in that category.

One of the students pointed out that when he was drafted in Detroit, he felt that was the worst possible thing that could have happened to him, but as a result of having gotten into college, he feels it may have been the best thing, because he is a sophomore, going into the fifth semester. He is very enthusiastic about becoming a teacher, and he works as a teacher's assistant in school.

As a matter of fact, this summer he is taking 9 hours of math at Webster College in the advanced curriculum, and has received a scholarship to do so.

We have another fellow who is a school dropout and is very interested in history. He has worked in the District for the past year as a teacher's assistant and aid.

They have been very enthusiastic about this man and the appeal he has to the young children there in the school. He has, in fact, prepared some teaching methods that he uses with the young children that they have been most impressive.

We have another student who is very good at chemistry.

These are students, the ones I am speaking of, who had no plans whatsoever to go to college until they had a chance to get into this program, and they are very enthused by it.

We have another student who is receiving assistance from a foundation as a result of his performance in college, which illustrates he is a man who has shown great improvement, and he will receive financial assistance to continue his education.

So we do have a number of instances where students are doing quite well who were from backgrounds that you might not expect outstanding performance.

Senator CRANSTON. How many veterans do you project will be involved in the Vault program?

Mr. WHITE. We are not certain. Much of what happens in Vault is contingent on what kind of financial support we can develop. That is not to say, as I said earlier, that no one is willing to do anything unless they get money for it. People are putting in a lot of time. We would like to expand, but it calls for staff, it calls for counseling, it calls for people who can lend tutorial and remedial services and assistance to the veterans, and this costs money.

Senator CRANSTON. What is your cost per student to go through Vault?

Mr. WHITE. The tuition cost at Webster College is $50 a credit hour, and normally they would take 15 hours a semester, so we are talking about several thousand dollars, and we hope to develop assistance as we proceed.

Senator CRANSTON. Senator Schweiker, who is a member of this subcommittee, but could not be present, wanted me to ask this question for him.

Do you feel that a bill that specified a particular education program for disadvantaged veterans, like the Vault program, would be better than the more open-ended general provisions of S. 2361?

Mr. WHITE. Would you repeat the last part?

Senator Cranston. Do you feel that a bill that specified in detail a particular educational program for disadvantaged veterans like VAULT would be better than the more open, broad provisions that are generally in S. 2361?

Mr. White. No, I don't think it would be totally better. I feel it would have to be balanced, I think that very definitely there is a need for a program like Project Vault, an accelerated program. But we are also concerned about the students who don't get through our program in 3½ years, there certainly have to be options for them, those students who need the resources for counseling and tutorial assistance and remediation.

I think it has to be a meld of the two, rather than "either/or."

I think a lot of testimony that has gone on this morning, people have had fine ideas of what could be done. I think it would be a combination, and I wouldn't have any preference. I am basically concerned that programs not be identified as remedial programs and a number of colleges would be there with outstretched hands and getting administrative costs. But I am not so sure how many veterans would move into the regular college. I think it should be a combination of both.

Senator Cranston. You were present when Senator Kennedy and Mr. Cannon both spoke of the danger that concerns them regarding militancy developing among black veterans who return and find that opportunities are closed to them because of racial intolerance, and you have alluded to that yourself.

Do you have anything to add in regard to that problem and what can be done about it?

Mr. White. No, I think it has been covered adequately, and I feel that it is a real problem. It ties in, again, with expectancies, raised expectancies, and what is available for an individual who feels that maybe he has nothing to lose sometimes, that this can be channeled into areas that are quite miiltant.

Senator Cranston. I want to congratulate you on your remarks about national priorities and the need for redetermining how we are going to use the great resources we have for more constructive purposes than we often do, which is a path that we must work our way down.

I have joined in sponsoring a conference on that in Washington.

Senator Eagleton, do you have any questions?

Senator Eagleton. No questions.

Senator Cranston. Thank you very much, Mr. White. We appreciate your testimony.

The next witness is Ralph J. Rossignuolo, national director of programs, AMVETS.

STATEMENT OF RALPH J. ROSSIGNUOLO, NATIONAL DIRECTOR OF PROGRAMS, AMVETS

Mr. Rossignuolo. Thank you, Senator. I am happy to be here.

My name is Ralph J. Rossignuolo, and I am national director of programs for the AMVETS.

AMVETS is honored to have the privilege of appearing before this distinguished committee, especially in view of its tremendous responsibility. I appear here today on behalf of my organization to urge that this committee seriously consider granting increases in the subsistence allowance for those training under the Vietnam era GI bill.

Many of those currently serving are counting the days until they may take advantage of the GI bill. These young men, who in Vietnam and elsewhere each day valiantly demonstrate their allegiance to our country, do not deserve to be disappointed in their hopes. They are sacrificing the most precious part of their lives. The least we can do is provide them with an adequate training program with realistic subsistence allowances.

After World War II, Congress enacted Public Law 346, the first GI bill. At that time the veteran student received a monthly subsistence payment, and the Veterans' Administration directly paid the school where the veteran was enrolled for tuition, books, supplies, et cetera.

Then came the Korean service and Public Law 550 was enacted. The Congress provided in this second generation GI bill that the student be paid a subsistence allowance directly, from which he paid tuition, books, et cetera. The overwhelming enthusiasm with which veterans received this bill and the lack of criticism proved the wisdom of Congress in providing a sufficient inclusive subsistence allowance to the veteran student, so that he might pay the total of his expenses.

The third generation GI bill, that for the Vietnam era veterans, retained this system of payment. AMVETS feels that this is as it should be.

Two serious questions now arise. Is the subsistence allowance currently paid these veterans adequate? If not, would it be unreasonably costly to the Government to provide adequate subsistence allowances?

My organization, AMVETS, is composed of veterans of World War II, Korea, and now the Vietnam era. I personally know many members who received the benefits of the first GI bill, and today have professional standing as a result. Some of them could not have attended college, had it not been for the GI bill.

Incidentally, we are now in the 25th anniversary of the original GI bill, which was enacted on June 22, 1944, and I am a product of the education and training sentence of the bill. I can say unequivocally that only because of the GI bill am I here testifying today.

The investments Congress made in the veterans were indeed wise and prudent, as is abundantly proven by the results of the World War II and Korean GI bills. Nowhere else in history has such an adult education program been undertaken. More than 8 million veterans received education and training—2 million at the college level—all at a total cost of only $14.5 billion (this cost spread over the eligibility period of the laws).

Today these GI bill-trained veterans are Congressmen, doctors, lawyers, engineers and tradesmen, and they are paying higher income taxes than those who did not take training.

I heard it once said that the same veterans who took GI training are repaying the Government at the rate of $1 billion a year in the form of increased income taxes. In a word, the investment in our veterans has proven to be good business. We see no reason why the long-range benefits the country experiences through the earlier GI bills should not continue.

AMVETS supports and strongly urges the enactment of any measure that will increase the present subsistence allowance to a realistic figure. You have before you S. 338, which in our opinion almost meets the current need.

The committee should take into account the cost that the veteran student incurs. He must pay tuition; he must pay for books and supplies; he must buy clothes; he must pay rent; he must buy food; he must allow for health, recreation, and transportation costs. His subsistence allowance must provide the funds for all these expenses.

There are other considerations involved. The Census Bureau estimates that in 1970 college enrollment will be nearly 1.4 million more than in 1969. Such a jump will necessarily raise the cost of education along with the cost of living on campus. Moreover, the ever-increasing need for graduate education compels the ambitious veterans to spend longer years as a full-time student.

These three facts alone demand increased subsistence allowances. The Census Bureau reports that since 1958 the average tuition charge to students in public institutions of learning has more than doubled and that the same jump in rates is evident for private schools. The committee must take all these elements into account in arriving at a realistic and equitable subsistence increase for our deserving returning war veterans.

AMVETS hopes this committee will enact a measure which will reasonably estimate the expenses of the student veteran and will amend both sections 31 and 34 of title 38, U.S. Code to more nearly approach the goal of a realistic subsistence allowance.

I think it was better said by a more famous person, the Nation's only living five-star general, Omar Bradley, when he said: In the GI bill, Congress offered veterans a valuable stake in themselves. They took heart in the knowledge that the Nation stood ready to back their civilian chances in making good. Veterans wanted only the fair chance to become self-supporting, self-sufficient, self-respecting American citizens."

The five-star general only made this speech recently, and he went on to say that "the GI bill * * * provided a uniquely new and different investment in the proven capabilities of our young men and women. It gave them the freedom to find their own security as confidently as they had once sought security for the Nation.

"The GI bills give our democratic way of life great strength and vitality. Today, as was true 25 years ago, it is on America's fighting men that this Nation must depend. Their service honors us all, and today on this silver anniversary of the GI bill, I salute them all."

This is why our organization takes the view that we should continue the concept of providing an inclusive subsistence allowance for the veterans.

My organization also supports the enactment of S. 2036, S. 1998, and S. 2361. We take the position of supporting S. 2361 since it does have inherent in it worthwhile and commendable concepts. However, we have a reservation with regard to Health, Education, and Welfare becoming involved in the program.

We feel that in the Veterans' Administration there already exists the avenue or the faculty to provide exactly what that section of the bill is recommending. That is section 1694.

The Veterans' Administration already has the capacity to provide contracts and to work with schools that would make such programs available.

Senator **Cranston**. On that point, I think the reason that the Department of Education was included is that they have had experience in grants to universities. The VA has had experiences primarily in grants to individuals.

In terms of the concepts of grants to educational institutions, in contradistinction to grants to individuals, do you have any difficulty with that aspect of the program?

Mr. **Rossignuolo**. I think when you talk about the system of grants, you have to be prepared to set a specific test so that the school that wants to petition for such a grant is in a position to focus its attention on such a grant.

I think that the previous witness, his school, or his program would, in my opinion, qualify for such type of grant.

Senator **Cranston**. Toward the end of your statement you referred only to amendments to sections. I believe you mean chapters.

Mr. **Rossignuolo**. Yes, excuse me. It is chapters.

Senator **Cranston**. You did not mention chapter 35, covering the war widows and orphans.

Mr. **Rossignuolo**. We are hopeful that Congress will consider increases in those respects.

Senator **Cranston**. Senator Yarborough introduced an amendment yesterday that would provide increases to veterans' dependents. Do you have a position on that?

Mr. **Rossignuolo**. Yes. Our national commander, when he presented his testimony to the Congress recently, did ask for across-the-board consideration for dependency allowances.

Senator **Cranston**. Thank you very much.

Mr. **Rossignuolo**. I am happy to have this opportunity.

Senator **Cranston**. The next witness is C. W. Dalbey, State supervisor of agricultural education, of Des Moines, Iowa, representing the American Vocational Association.

STATEMENT OF C. W. DALBEY, STATE SUPERVISOR OF AGRICULTURAL EDUCATION, STATE DEPARTMENT OF PUBLIC INSTRUCTION, DES MOINES, IOWA, REPRESENTING AMERICAN VOCATIONAL ASSOCIATION

Mr. **Dalbey**. I am C. W. Dalbey, State supervisor of agricultural education from Iowa, representing the more than 45,000 members of the American Vocational Association. The membership of AVA consists of approximately 10,000 agricultural education personnel including State supervisors, teacher educators, and classroom teachers. Vocational agriculture enrolls approximately 500,000 high school students, 10,000 post-high-school students, and 400,000 adults and young farmers.

Vocational agriculture has had considerable exeperience with the verterans on-farm training program of World War II and the Korean war. This training program made a terrific impact upon the gross production of agriculture and its beneficial effect to the efficiency in farming of many individuals accepting the training.

We in agricultural education have been much concerned along with veterans and other interested persons that the Veterans' Educational Assistance Act as it pertains to veterans' training on the farm is not applicable to the young man who is doing full-time farming and involved in a sound operation as a farmer.

The present requirement of 12 hours per week of classroom work with no requirement of on-farm supervision is impractical. The average young man eligible for this training program cannot spend 12 hours per week away from his young family and his farming business. This is an excesive load of classroom work in any 1-week period.

Further, the new program does not provide for on-the-farm instruction and supervision which was a very valuable part of the training and educational program of the World War II and the Korean war veterans program.

The present act has requirements which appear to be structured to encourage enrollment in regular college classes which are not synonymous with full-time farming. Unless the young man is willing to class his operation as part-time and attend a college nearby, it does not fit his operations. In the majority of the States, the age of farmers is high. The need for efficient farmers in the period ahead is going to be serious. In our State the average age of farmers is above 50 years of age and we consider this a serious item as we look ahead to those who are going to be involved in the full-time operation of farms in Iowa.

We should lend every encouragement in the way of sound educational programs to encourage efficient farmers to operate the farms of the future in our States. There is a close correlation between the farm income of our Midwestern States and the total population support. We cannot tolerate low farm income and inadequacy in agriculture if we are going to progress as a nation, as a State, or as a county.

We propose changes in the structure of the present veterans' program to more nearly meet the needs of the operating, full-time young farmer. We recommend a revision in the program to the structure operated under the Korean war veterans situation. This involves 50 hours of classroom work per calendar quarter and 25 hours of on-the-farm individual and group instruction in the same period. This arrangement permits the operation of two classes per week for classroom instruction and individual followup instruction on the farm to meet the problems of the individual farming program.

Problems vary widely between dairy farmers, crop farmers, and specialized farming operations. This calls for individualized types of instruction to meet their needs in order that they secure the highest return from their farming operations. Farming is highly competitive and profit margins are generally low. We need the maximum of efficiency among our young farmers as we look ahead.

Our committee, composed of George Cochran, State supervisor of Minnesota, Doyle Beyl, State supervisor in Wisconsin, and myself, State supervisor of Iowa, conducted a survey in a number of States to determine the interest in the program under its present structure.

Under this question: "Do you feel there may be more interest if a program somewhat similar to World War II and Korean war program, combined classroom and on-farm instruction be made available?" 22 States answered yes, and not one State answered in the negative. This indicates the complete disagreement of the present program among the States we surveyed.

Among the various States and nationwide checking, there is indication of very little instruction for veterans on the farm in the United States. Perhaps we in Iowa are the largest of any State, and we have found it very difficult to start veterans classes under the present structure of the program.

When we asked the State supervisors of agricultural education in 21 States on the question: "Do you feel the present law satisfactory?" 20 answered in the negative and one State answered in the affirmative. We feel this gives you an indication of the thinking of these men who were involved in the sponsoring of the veterans agricultural training of World War II and the Korean war. We think the agriculture of the Nation and its importance in the total economy demand that this be given utmost consideration by Members of Congress as they look ahead in the veterans training program.

In Iowa the income from farming represents $3.75 billion, which amounts to over $12 billion in the total economy of our state, which is roughly 80 to 90 percent of the total State economy. We cannot afford to let down on our assistance to farm people in making their farming programs efficient, practical, and sound. It means profit in the pockets of all people in our States and Nation.

We sincerely urge you to give consideration to amending this law to make it more practical as it relates to operating farmers. These young men are just as deserving of this training as any other young man of the veteran's status. They should not be denied this education because of the impractical features of the present law.

We feel that the veterans law is entirely too structured toward college-bound students. I have been rather alarmed here this morning about the emphasis placed here on college students. College-bound people and college graduates represent a very small portion of our population. Only 10 percent of the high school graduates nationally, and 12 to 14 percent in our State, receive college degrees.

We thank you for this opportunity to present our feelings and convictions on this important legislation.

We are supporting S. 1998 by Yarborough. We think this will help clear up the problem. I think we need to realize that the emphasis on college doesn't represent many people, and even though college is important, we find that this 80 to 90 percent of the people, or at least 80 percent of the people who aren't involved in college degrees are causing a lot of our problems. I think we need to look ahead as we structure this veterans program.

Thank you for this opportunity, Senator Cranston.

Senator **Cranston**. Thank you very much. I have a question that Senator Yarborough wished me to address to you.

First, would you agree that education in agriculture and farming is more essential than ever in operating an agricultural enterprise under modern circumstances?

Mr. **Dalbey**. I would. Of course, our State is a strictly agricultural State. I was in the banking and loan business one time, and it convinced me that the operation of these farms in these various counties have a lot to do with the economy on Main Street. In most of our countries in Iowa, the income from farming exceeds the gross retail sales in the county.

Our economy is almost directly tied to agriculture, and as agriculture goes in our State, and most of the Midwestern States, so goes the general economy.

The population—if you will check the population of Iowa, Nebraska, and South Dakota, the population in the State is in comparison to the farm income. In the State of Wyoming, with about 10 percent of farm income of Iowa, supports about 10 percent of the population of Iowa.

I thing if you will check this out, unless it is an outside subsidized State, agriculture is very important.

One time a fellow could farm if he couldn't do anything else. The opposite is true now. It is a highly efficient business. It requires skills, training, and lots of knowledge, and certainly a lot of economic knowledge.

Senator CRANSTON. A second question from Senator Yarborough.

Do you think the lack of farm training for veterans is a contributing factor to the advancing age of the average farmer in our declining rural population?

Mr. DALBEY. In the Vietnam situation, not enough of them are available. We have been surprised in the vocational school area that we have 120 veterans signed up for this program in one four-county area.

So there are more back there than we realize. The State supervisors haven't been able to push this as they should because of the shortage of vocational agriculture teachers.

We need to get the young people down on the farms. The age of farmers is creeping up rapidly. It is difficult to rent some land in Iowa because there are not farmers available.

Senator CRANSTON. In your prepared statement, you express the view that the present farm cooperative program does not provide for on-the-farm instruction and supervision.

Are you referring there to a requirement that you think ought to be in the law, or lack of authority for such on-the-farm instruction and supervision?

Mr. DALBEY. This is an important point. Individual farm operations vary widely. Some are hog farms. Others are grain, and so forth.

Senator CRANSTON. You refer to the survey of 20 States regarding required?

Mr. DALBEY. Legislation is required there, because the present law doesn't require it. It is in Senator Yarborough's bill.

Senator CRANSTON. You refer to the survey of 20 States regarding the present and proposed revisions of the cooperative program. Could you indicate whether California is one of the States surveyed and provide for the record a breakdown of the survey information you gave us?

(The information referred to may be found in the files of the subcommittee.)

Mr. DALBEY. I just went through those, and California is one of them.

Senator CRANSTON. Regarding the farm coop program, which you supported, there are several questions I would like to ask you. The thrust of them is to determine exactly what provisions of S. 1998 you see as a key to opening up the farm cooperative program and which might or might not be necessary at this point.

First, in California, agriculture students above the secondary level enroll in a junior college, State college or the University of California campus, which maintains its own farm on which the student works and learns.

Why is it necessary that a veteran has to own or control his own farm when such opportunities are available?

Mr. DALBEY. The previous provision in there, "own or control a farm," which means control the operation as a tenant. There is another aspect that could be added.

We think the person should control in some way the farm in order to properly benefit from the training. If the manager has complete control of the operation, the student cannot use what he learns in class. He should have some control.

However, there is another aspect of this thing that we need to consider, and that is for the young man who is going to work with someone else in agriculture, and they are getting to be a rather sizable proportion of these young men, because large industry is involved in agribusiness, and this could be something which could be added.

I don't know whether that answers your question or not.

Senator CRANSTON. What if a young man wants to go into agriculture, but has not inherited a farm, and has no farm he controls?

Mr. DALBEY. He should not be denied the training.

Senator CRANSTON. In agriculture, continuing mechanization requires new mechanical techniques. Can't the student learn these techniques better on a college experimental farm than on the family farm? In this circumstance, why is it necessary that the young man receive half of his individual instruction on the farm he individually owns?

Mr. DALBEY. We find our farmers in most States are very close to what is new. If a new corn-planter is introduced or a new picker, those are practically always available within a relatively short driving distance. It isn't only the universities that possess this equipment. In fact, the commercial concerns out in the area are the first owners. So they do have access to this equipment.

Senator CRANSTON. Since many of the farms in California are in permanent, rather than annual crops, the future farmers may have a farm of several hundred acres planted in, say, olives or figs, but may want to receive training in other crops, such as citrus or wine grapes.

Do you think it should be required that he have training in olives or figs when he wants to grow something else?

Mr. DALBEY. I don't think he should have supervised training in a program he is not interested in.

Senator CRANSTON. Another question in this general area. Increasingly complex skills are required of the farmworker as agriculture becomes more scientific and more complex. The child of today's migratory worker may aspire to be a farm manager or a specialist in a specific field of farming, particularly on a corporate farm.

Doesn't the requirement, again, that he own his own farm prevent the farmworker from using his veterans benefits to get the training he needs to get a decent job in agriculture, and possibly remove him from the migrant stream?

Mr. **Dalbey**. I believe this. We have to provide every opportunity to these young people. One of the important problems in the States is the way capital is being pulled together, not only in farming, but in all segments of the economy. We have got to open this training to the young people.

I realize it isn't in the bill exactly, but could be added.

Senator **Cranston**. Given the advantages of relocating core city slum dwellers, many of whom came from farms originally, and know something about farming, back into an agricultural economy, isn't the training in techniques necessary to be a successful farmer a good idea for the interested veteran, even though he may not have been fortunate enough to have inherited a farm?

Mr. **Dalbey**. In our State, and yours, and in many other agricultural States, the number of people being employed in agri-business other than farming is jumping rapidly. We have jumped from 260,000 to 270,000 in our State alone during the past 2 years.

We are going to employ a lot of people who were not reared on the farm who are actually interested in something of this type.

Look at the greenskeepers on the golf courses. Some of them are drawing as high as $30,000 a year. They need agricultural training.

Senator **Cranston**. Let's suppose there is a veteran who has newly planted a vineyard or citrus grove, but will probably receive no income from that endeavor for 5 years.

He could hardly be expected not to seek outside income during the slow-growing period, nor could he expect under normal circumstances to receive a satisfactory income by the end of his course, as is required in the legislation.

Shouldn't we provide also for veterans who want to go into permanent crops, not just those planted and harvested annually?

Mr. **Dalbey**. Absolutely. No question about it.

Senator **Cranston**. Thank you very much. I appreciate your being here.

The final witness this morning is Reuben L. Johnson, legislative director, National Farmers Union, presenting the statement of Edward Christianson.

We ran out of time yesterday when he was there.

STATEMENT OF REUBEN L. JOHNSON, LEGISLATIVE DIRECTOR, NATIONAL FARMERS UNION, PRESENTING THE STATEMENT OF EDWIN CHRISTIANSON, VICE PRESIDENT, NATIONAL FARMERS UNION AND PRESIDENT OF MINNESOTA FARMERS UNION

Mr. JOHNSON. Mr. Chairman, I apologize for not having been able to spend more time at the hearings.

In view of the late hour, and so that I won't infringe on your lunch hour, with your permission I will just file this statement.

Senator CRANSTON. You have that permission.

(The prepared statement of Mr. Christianson follows:)

PREPARED STATEMENT OF EDWIN CHRISTIANSON, PRESIDENT OF MINNESOTA FARMERS UNION

We wish to commend the members of this Subcommittee for their interest in this legislation and to stress its importance to family farm agriculture in the nation.

In farming today, there is a greater premium than ever before on management ability and skill in adapting new methods and technology and in using farm capital. The future will be even more demanding in our opinion.

Yet, our nation's high school vocational agricultural classes and the agricultural departments of our universities and colleges are training only a fraction of the young farm replacements which will be needed in the years immediately ahead.

Studies have shown that only about half of those earning agricultural degrees in college actually remain in farming—many of them end up in related agri-business activities. So, we are not only short in the number of men graduating from agricultural schools, but only a part of them continue in actual farming.

The GI farm training classes have a record which is particulaly significant. A survey in our state of Minnesota showed that in 1960 most of the veterans who had taken farm training under the GI law in 1954 through 1966 were still in farming. A follow-up study of the cases of 3,179 veterans indicated that six to eight years after completion of training nearly 84 percent of the men were actively farming and another 3 percent were in related agri-business fields. The same study showed that, on the average, these men had increased their net worth by about 58 percent per farm and had shown a gain in farm capital of about 54 percent per farm.

The farming States and the Nation as a whole are going to need large numbers of young replacement farmers in the next ten years.

In Minnesota, educators have calculated that about 3,375 farm replacements will be needed each year to succeed farmers who retire, die or leave farming. The estimates take into account the expected trend in the reduction in farming units and the consolidation of farms into large units. An Iowa State University study has indicated the need for about 2,700 farm replacements a year and a study by the University of Nebraska has projected the need for about 950 farm replacements a year.

But, in contrast to the projected need of 3,375 young farmers a year in Minnesota, our agricultural schools are graduating only about 1,000 a year and only part of them are going into fulltime farming.

A workable farm training program under the G.I. bill could be very important in filling the educational gap in Minnesota and elsewhere.

We have a large potential in Minnesota for farm training classes. There are about as many veterans of service in the armed forces since 1955 as there were in the aftermath of the Korean hostilities and World War II.

Nationally, some 780,000 veterans used their G.I. educational eligibility for farm training—and about 30,000 did so in Minnesota.

Now, according to the best estimates by our educators in this field, we have a potential in Minnesota of about 5,200 veterans who would avail themselves of farm training under the G.I. bill if a realistic program along the lines of the post-Korean program were available.

Because the regulations are now completely unrealistic, there is only one farm training class in operation. It is at Alexandria, Minnesota, and it has some 20 students.

There are applications pending from 11 other schools—Middle River, Willmar, Montevideo, Madison, Worthington, Jordan, Blue Earth, Waterville, St. James, Hayfield and Detroit Lakes. They would each have about 30 to 35 students each.

In addition, we understand that there are about 30 other schools which might serve as centers for such training classes and would have 20 to 30 students each.

The hindrance to formation of these classes is that the young farmers cannot farm full-time and still engage in the equivalent of the full-time college studies, which is in effect the result of the requirement that 12 hours a week must be spent in classroom training under the program. It is true that the Congress has acted to allow students to attend on a three-quarter time or half-time basis with a proportionate reduction in the educational assistance allowances. This amendment, however, has not served to take care of the problem.

We believe that S. 1998 take some constructive steps towards developing a program in which there could be widespread participation. It provides flexibility for the State approving agencies in designing the programs.

It is particularly significant, we think, that the bill reduces the number of classroom hours to 200 per year or not less than 8 hours per month and that it restores and recognizes individual on-the-farm instruction as part of the program.

The bill is realistic in providing that the farming activity of the trainee and the G.I. farm training, together, will occupy the full time of the eligible veteran. It also will emphasize instruction in management and technological advances which are applicable to the farming operation of the trainee.

We are convinced that if S. 1998 becomes law, as it now reads, it will encourage the formation of numerous farm training classes in Minnesota and all across the farming areas of the nation.

In conclusion, we want to stress that it is discriminatory and unfair that young men who interrupt their educational or farming careers to serve the nation in the military forces cannot use their G.I. educational eligibility for farm training.

Almost 500,000 veterans have used the "Cold War" G.I. bill for college work since 1967, about 175,000 have used the program for on-the-job training, but virtually none have been able to use the program for agricultural training.

It is the clear purpose of the G.I. bill in "aiding such persons in attaining the vocational and educational status which they might normally have aspired to and obtained had they not served their country."

It is time now for the Congress to restore equal educational opportunity to veterans who choose to farm.

We want to acknowledge the important leadership which Senator Yarborough and the members of this Committee have given in the past and urge again that you make the needed effort to gain the program improvements which are vital if the program is to be meaningful to agricultural people.

Senator CRANSTON. I would like to ask you a couple of questions.

Mr. JOHNSON. All right, sir.

Senator CRANSTON. I appreciate very much your being here and your willingness to proceed in this fashion.

We have been discussing this morning, without an opportunity for you to listen in, the detailed requirements in the present law and S. 1998 regarding opportunities for veterans to get training on farms.

Why is it necessary that a veteran own or control a farm? That would seem to me to eliminate opportunities for those who just don't have the luck of inheriting a farm and yet would like to learn enough about farming to make that their career.

Mr. JOHNSON. Mr. Chairman, I suppose that, looking back into the development of agriculture education in the beginning, in Vocational Agriculture and the Extension Service we developed what we called a "project procedure." A boy, or a girl, would develop their program of education around a project, a calf or a garden, or a plot of corn, or some kind of a project which would actually give them work experience, and would go along with their classroom education.

It is pretty difficult to teach agriculture in the abstract, sir, and this tradition prevailed when the Smith-Hughes legislation was passed, and vocational agriculture was introduced into our high schools together with the youth organization, the Future Farmers of America.

Having been a teacher of vocational agriculture, and an adviser to an FFA chapter, I must say that I feel the project approach to training in agriculture is certainly one that provides the student with an incentive and with an interest that rarely prevailed in the other courses presented in the high schools where I taught.

There is absolutely no reason why training should not be available to people in agriculture other than the farm operator group. It seems to me there is a need for this. Through some of the programs in the past—I was thinking especially of programs in World War II—we had Federal funds and we brought in people and taught them how to weld and do equipment repair and a number of things that the vocational agriculture department could do, in addition and above the regular program of in-school and out-of-school instruction.

The aim of the program, as we see it, is to give people who are interested in making a career in agriculture an opportunity to get a start, and somewhere in this statement here it is pointed out here that in the State of Minnesota, in 1960 most of the veterans who had taken farm training under the GI law from 1954 to 1966 were still in farming.

It seems to me this is the objective we want to seek, and unless a trainee has some hold on a piece of land that would give him an opportunity to enter farming, chances are he may never be able to utilize this training, and that would be a tragic thing if that should develop.

I believe that some of the Labor Department's programs relating to helping workers find employment in agriculture might be a place where this training could come from.

As I pointed out here earlier, the Departments of Vocational Agriculture at an earlier time set up special programs for various kinds of people, without regard to whether they were farm operators. That is a possibility.

Senator CRANSTON. Aren't there increasing opportunities in the large corporate farms now for what amount to professionals to come in and participate in the operation?

Mr. JOHNSON. Well, sir, most of the corporate managers that I am familiar with are college trained these days. That doesn't preclude a young man from coming into a managerial position, but in these kinds of situations where, actually, you are training for managerial positions in a corporate farm structure, I would say that the local administrators of the program might be given leeway in terms of making a determination as to whether this trainee actually had the potential or the opportunity to eventually move into that kind of a position.

I would not object in this legislation to giving the local administrator, State and local administrators, some leeway to take care of these kinds of people that they felt actually were in an operative capacity who had an opportunity for further advancement to come in and take this kind of training.

I am thinking about a State like Minnesota, where we don't really have a corporate invasion, yet, of agriculture. These are family farms, and I think in this regard, Senator, that your State of California is unique.

Senator **Cranston**. What is your view of the requirements for training specific crops which can apply to somebody who has no interest in those, but wants to learn about certain other crops?

Mr. **Johnson**. Well, sir, my experience has been in this regard that unless a young man had contacts in an area where this other crop was grown, there would not be much interest in producing a crop that he isn't familiar with and that is not produced in the area of his residence.

Senator **Cranston**. I think that covers it adequately. Thank you very much for being with us. I appreciate your coming back a second day.

Thank you very, very much.

Mr. **Johnson**. Thank you.

Senator **Cranston**. We now will stand in recess until 9:30 tomorrow morning in this same room. Thank you all very much.

(Whereupon, at 1:05 p.m. the subcommittee recessed, to reconvene at 9:30 a.m. the following day, Thursday, June 26, 1969.)

EDUCATION AND TRAINING FOR VETERANS

THURSDAY, JUNE 26, 1969

U.S. SENATE,
SUBCOMMITTEE ON VETERANS AFFAIRS,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:40 a.m., pursuant to recess, in room 6202, New Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston (presiding), Randolph and Schweiker.

Committee staff present: Robert O. Harris, staff director, Jonathan R. Steinberg, counsel, and JoAnn Newman, minority staff member.

Senator CRANSTON. The Veterans' Affairs Subcommittee is continuing to hear testimony on education and training bills.

Senator Schweiker would like to introduce the first witness.

Senator SCHWEIKER. Thank you very much, Mr. Chairman.

I am delighted today to have as our first set of witnesses two gentlemen coming to us from my alma mater, Penn State University.

Mr. William Cox is admissions director for Veterans. Mr. Cox joined the admissions staff last September after a distinguished career in the U.S. Army, which began in 1940. He retired with the rank of colonel.

Joining Mr. Cox today is Mr. Warren Haffner, associate director of academic services at Penn State.

Thank you, Mr. Chairman.

STATEMENT OF WILLIAM H. COX, ADMISSIONS DIRECTOR, VETERANS, PENNSYLVANIA STATE UNIVERSITY; ACCOMPANIED BY WARREN HAFFNER, ASSOCIATE DIRECTOR OF ACADEMIC SERVICES

Mr. COX. Mr. Chairman, ladies and gentlemen:

The purpose of this presentation is to tell you what we are doing at the Pennsylvania State University for veterans, how we feel bill S. 2361 could enhance our program, and to support S. 2361.

We updated our veteran policy early last fall, and the President of the University approved the current policy on January 3, 1969. We feel that our policy meets the present requirements, and we are continually reviewing and reevaluating our policy and procedures to keep them current.

The policy contained two approaches to the veteran situation as we saw it:

(1) "Penn State" policy for the admission of veterans to the university.

(2) "Penn State" proposal to cooperate with the Department of Defense's Project-Transition.

First I will discuss briefly our current veteran admissions policy.

Pennsylvania veterans are given admission priority to various academic programs at all locations at the university. By "admission priority" I mean:

(1) A Pennsylvania veteran who meets normal admission requirements is admitted as a regular applicant but has priority of choice of location.

(2) A Pennsylvania veteran who meets minimum admission requirements, that is, fully qualified, but not the higher competitive requirements (resulting from a large number of applicants) will be offered admission with priority admission at his requested location.

(3) Pennsylvania veterans (with major consideration given to Vietnam and combat-area veterans) who do not meet the established admission requirements (not fully qualified) are considered on an individual basis, using admission requirements modified as I will indicate.

Let's talk about our freshmen first.

A diploma earned by passing the general education development test will be accepted in lieu of high school graduation. In addition, 15 units earned in high school, Department of Public Instruction, U.S. Armed Forces Institute and/or "end of course" examinations are required.

In order to better evaluate the applicant, the university does require the scholastic aptitude test for future evaluative measures as well as another factor to consider for admission and counseling.

In addition to the applicant's high school record and scholastic aptitude test scores, other factors—such as the nature of his military duties, schooling, experience, and performance—are considered and carefully evaluated.

On the basis of this evaluation, considering these factors, the following may be recommended to the applicant. And when I say "applicant," I mean "veteran."

(1) Adminission to a bachelor degree program—for example, engineering, liberal arts, agriculture, education.

(2) Admission to an associate degree program.

Associate degree majors, consisting of the 2-year program, are offered at a number of our campuses. These intensive, specialized programs are intended principally for students whose interests and aptitudes are stronger in the applied, rather than the theoretical aspects of business, engineering, and science, or for those students whose career objectives indicate a general 2-year education.

(3) Admission as an adjunct student. Here we include our continuing-education program, which consists of our correspondence study department and our evening classes.

I would like to mention the adjunct program, because I think it is germane to the bill.

The term "adjusted student" is defined as a person who is not fully qualified for admission as a degree candidate, but may be permitted to take a limited program of work. An adjunct student may apply for admission as a regular student when entrance requirements have been met or when the amount and quality of work as an adjunct student indicates, to the individual and to the university, that he is fully prepared to meet the standards required for graduation. Those who complete 18 credits of appropriate work with a "C" average or higher through the adjunct program are eligible to request a change to degree candidate status.

Our philosophy pertaining to the adjunct program is that the veteran needs help to become acclimated to the academic environment. We do not want to put the veteran at a disadvantage or in a position where he may become discouraged or even lost. We are trying to help him become qualified to compete later with the rigorous pace of a degree candidate.

For your information, it has been necessary that we refer several of our veterans to our adjunct program.

(4) Admission to other university programs, such as winter courses. The Pennsylvania State University is one of the few institutions that offer these courses. The winter course program is a technical, nondegree program to provide training in agriculture and related occupations—such as farm equipment services and sales, turf-grass management, pest-control technicians, and ornamental nursery. We find that these courses take care of the immediate need of the student and in some cases leads to the student going on for a degree.

How do we handle our advanced-standing transfers?

1. In addition to the applicant's high school and college record, other factors such as the nature of his military duties, schooling, experience, and military performance are considered.

2. Veterans do not necessarily need to have a cumulative grade point average of 2.0 or higher, that is, a Pennsylvania veteran.

Here, again, we look at his military record, his scholastic aptitude test scores, and other factors are considered.

3. For the veteran who is not in good standing at his previous institution, a statement from the registar to the effect that he may now return in good standing is acceptable for consideration for admission to Penn State.

Readmission.—First priority is given to returning veterans.

Reinstatement.—The deans of the various colleges and the Senate Committee on Academic, Admissions, and Athletic Standards extend every possible consideration to the petition of a veteran for reinstatement.

We also give the veteran priority on term.

The Senate Committee on Academic, Admissions, and Athletic Standards may reinstate returning veterans for any term. (Exception to administrative decision not to reinstate students for the fall terms.)

Graduate students.—The admissions section of the graduate school office makes every effort to encourage the academic departments to view favorably all veteran applicants who meet the minimum standards stipulated by the graduate faculty. In so doing, the admissions section recognizes that veteran applicants are more mature individuals who may be preferred degree candidates.

I have briefly reviewed our current policy with you, and as I stated before, it is under continuous review and very close supervision for possible improvement.

I would like at this time to discuss our proposed plan to cooperate with the Department of Defense's project transition.

Recruitment.—Step 1: Prepare a printed brochure describing Penn State's admissions policy for veterans—this has been completed and copies furnished you. This includes a brief general statement, application procedure, policy for admission of veterans. This brochure will be used to distribute to:

Department of Defense separation centers, along with catalogues, et cetera, for educational advisors to use in counseling all discharged veterans interested in college—Penn State in particular.

A special letter is prepared and duplicated to be given to all Pennsylvania veterans upon discharge, advising them of Penn State's program for veterans.

The brochure will also be distributed to veterans writing to the admissions office about admission.

We also plan to send this flier to our State legislators to inform them of Penn State's policy for veterans.

Step 2: Admission office representative has arranged periodic trips to the two separation centers in Pennsylvania: Valley Forge Army General Hospital and U.S. Naval Station, Philadelphia, to talk with veterans due to be discharged and to coordinate with the unit project officer for project transition.

Now, I will mention briefly our proposed program. This is still in the planning and considering state.

We are considering establishing a program at the Capitol Campus, Ogontz, McKeesport, and perhaps other campuses during the summer. This program would:

(1) Provide testing and educational couseling.

(2) Provide review, up-date, and remedial courses for veterans, particularly in verbal (including reading) and mathematical areas.

(3) Provide assistance to the veteran to gain admission to an institution able to provide the veteran with training suitable to his interests, abilities, educational preparation and life goals. This would include admission to Penn State.

Finance.—We plan to cost-out the financial needs for the program and request funds for the program from—

(1) The State government,
(3) The Federal Government, and
(3) Private foundations and other sources.

We feel, with the financial aid provided to universities and colleges as outlined in the proposed bill, Penn State could expand the adjunct program, correspondence study program, and evening class program, as well as the proposed program I mentioned. These programs would benefit all veterans.

Additional guidance counselors and special faculty required for these programs could be made available at all campuses.

For your information, Penn State University consists of 20 campuses, located throughout the Commonwealth and within 40 miles of the populated areas. No student is required to go further than that distance to go to Penn State.

In conclusion, I would just like to mention that we have at University Park campus a veteran organization with approximately 500 members. Several of the Commonwealth campuses are starting similar organizations.

At the end of the spring term (March–June) we had 904 veterans enrolled at University Park campus and 642 at the 19 other campuses, for a total of 1,546. Of the 642 at our Commonwealth campuses, 447, or 69+ percent, were enrolled in the associate degree program. We feel this is fulfilling the requirements and desires of returning veterans.

We have noted an increase of veteran admissions since the fall term 1969. The University Park totals are: fall 1968, 860; winter 1969, 901; and spring 1969, 904. We had graduation at the end of the fall term, December 1968 and winter term, March 1969, and we did have a few veterans graduating.

We anticipate a substantial increase for the summer and fall term of 1969.

Thank you very much for the privilege of appearing before your committee. If you have any questions or comments, we would welcome them at this time.

Senator CRANSTON. Thank you very much.

Senator Schweiker, do you have any questions?

Senator SCHWEIKER. Thank you, Mr. Chairman.

I would say that Penn State has done a good job in its work with associate degrees, and I would be interested, Mr. Cox, to hear a little bit more about the adjunct-student program.

How long has this formal program been going on?

Mr. COX. At least 10 years. Actually, the adjunct program is no more than what we used to know as our special program, where they can come in and take 3 hours. They are not a degree candidate. They can carry up to 9 hours.

Senator SCHWEIKER. Is this something they do at day school, or night school, or both?

Mr. COX. They will attend the regular classes, on campus, or one of the campuses that we have, and they will go right along with the degree candidate. But he is a special student, and instead of carrying 10 to 13 hours per term, maybe he is only carrying three, and six at the most is what I have been recommending.

Senator SCHWEIKER. I think this program particularly fits in with some of the previous statements of other members of the committee with regard to helping a veteran who doesn't have the college preparatory program to go on. I am quite interested in it.

How many are enrolled in this presently? Can you give me an estimate on that at Penn State?

Mr. COX. In the adjunct program?

Senator SCHWEIKER. Yes.

Mr. COX. I wouldn't hazard a guess.

Senator SCHWEIKER. How about veterans?

Mr. COX. I have referred to date over 165—estimated—to the adjunct program, for the summer and fall term.

Senator SCHWEIKER. Do other colleges in Pennsylvania now have this program? Is it pretty widely accepted in the State, or are there just a few colleges that have it?

Mr. COX. They may, but I am not aware of it.

Senator SCHWEIKER. We don't have nearly as many GI's taking advantage of the GI bill as when I was going to Penn State, and I wonder if you have any particular theory or reason that comes to your mind as to why this is true, and, if you do, what you might do to improve this situation.

Do you have any general thoughts about this problem? Why is the percentage low compared to World War II?

Mr. Cox. I think one of the main reasons is the financial aid that the young man receives now; $130 per month for a single veteran to attend even Penn State University, which is a State institution, it just barely takes the sting out of the cost.

I roughed out the cost for a three-term school year at Penn State. It runs between $1,900 and $2,200. That is a 9-month period.

Senator Schweiker. $1,900 to $2,200 at Penn State?

Mr. Cox. Yes, that is the bare necessities.

Senator Schweiker. And Penn State would be at the lower end of the scale compared to other colleges, because it is a State college.

So they get $130 a month for 8 or 9 months.

Mr. Cox. So you multiply that, and you can see that the young man has very little to purchase milk shakes and live on, and clothing.

Senator Schweiker. I would suspect that is a big stumbling block, and that is one of the reasons the chairman has called these hearings, to bring out facts like this and review the adequacy of our program.

I want to say once again, Penn State, because of being a State land-grant institution, would be at the lowest level of costs, so that if the problem is this serious at Penn State, it is many times more serious across the country, Mr. Chairman. And I think this is exactly the trouble.

I commend you for your leadership and for bringing the focus of these hearings on this problem.

That is all I have.

Senator Cranston. Thank you very much.

Yesterday, the subcommittee heard considerable testimony about the problem of black veterans and other veterans from so-called minority groups in attempting to achieve higher education, both in terms of their preparation for that education and their ability to finance the costs of it from the GI bill educational assistance allowance.

I wonder if you have any comments on these problems based on your experience at Penn State.

Mr. Cox. From the disadvantaged, I would have no comment other than that we admit and treat the veteran as a veteran, not as a disadvantaged, not as a minority group.

I have had one case where I have admitted one veteran and was able to admit him through our special program at the Pennsylvania State University as a minority group, so that I could get him on the campus location of his desire. That is the only comment that I would have on that, sir.

Senator Cranston. Can you relate any particular difficulties that you have witnessed involving veterans who have been forced to drop out of the university because they couldn't afford to meet the costs of obtaining higher education on the basis of the educational assistance allowance?

Mr. Cox. No, I do not have knowledge of anyone dropping out. I have had three or four occasions to interview veterans for whom it has been necessary that they reduce the academic load they carried so that they could work to make ends meet.

For example, I had a staff sergeant from the U.S. Air Force that we admitted in January of 1969. He came into my office. He had two children of his own, a sister-in-law, his wife, and himself, a total of five people. I think he was drawing $200 a month.

I said to him:

> Do you have money to meet all your expenses?
> Yes, I have the GI bill.

We figured out what he needed. We found he had enough money to take care of his family for the month of December and he didn't know where he was going in January.

We immediately called student aid, were able to get him a job in town, and he is doing a very fine work at the university.

Senator **Cranston**. Can you give us an estimate of what you believe to be the average yearly cost of an education, not just tuition, but everything, at Penn State? And could you compare that to what it would have been in 1952, when the Korean conflict rates were established?

Mr. **Cox**. The basic cost will run between $1,900 and $2,200, and in 1950—and this is strictly a "guesstimate"—I would say it has gone up at least one-third. That is strictly a guesstimate, though, $1,100, or $1,200, I would say, in 1950, as compared to $1,900 to $2,200 now.

Senator **Cranston**. What figure did you give for 1952?

Mr. **Cox**. I said between $1,100 and $1,200 in 1950, and $1,900 to $2,200 now, data obtained from the 1950–54 university catalog.

Cost of Education at Pennsylvania State University

It is difficult to estimate the total cost of a year in college. It naturally varies with the style of living and the courses pursued. On the basis of the necessary expenses, which do not include travel, clothing, entertainment, fraternity, and similar outside expenses, the probable minimum cost of a *semester* would be:

1950–51:
    $300 board and room
    150 fees and tuition
    450×2=$900 per school year.
1951–52:
    $300 board and room
    150 fees and tuition
    450×2=$900 per school year.
1952–53: $500/semester=$1,000 per year.
1953–54: $525/semester=$1,050 per year.
1969–70: estimated, $1,900 to $2,200 per year.

Senator **Cranston**. That would be a 50-percent increase?

Mr. **Cox**. Almost a 50-percent increase.

Senator **Cranston**. Focusing on S. 2361, would it be your intention that the veterans participating in the special programs that you envision would very shortly be fully integrated in one of the three regular programs I mentioned, rather than kept in isolated tracks?

We received testimony yesterday indicating that there was a danger in creating a slow learner mentality if veterans were separated out from other university students.

Mr. Cox. I would say that we should get them into the regular degree program as soon as possible, keep them only in the remedial or the tutorial program a minimum time, to when the individual or the school admissions personnel feel that he can do work on a degree level.

Keep him there a minimum period of time. That is why I mentioned on the 18 hours we require in the adjunct program. We do not require veterans to take the full 18 hours. If he does 6 hours and he tells me he is ready to do degree work, and his grades indicate that he is capable of doing it, we move him into a degree program. We keep him in there only the minimum amount of time, sir.

Senator Cranston. Regarding the discussion of plans for cooperation with the Defense Department's Project Transition, could you describe how you plan to distribute all this information to the Pennsylvania veterans on their discharge?

Mr. Cox. Through the separation centers is the way we plan to distribute our letters, plus our brochures.

Senator Cranston. Will that be the only direct contact, unless they respond?

Mr. Cox. That is correct.

Senator Cranston. Have you had much experience with the Project Transition program thus far, and do you have any views to offer the subcommittee on it?

Mr. Cox. I think it is a worthwhile program. I was in on it initially at Fort Lee, Va., when it was first opened. I think it is fine. I am not too convinced in my own mind that we are not guiding or slanting our transition more to the employment aspect of transition than education, and I use an example.

I attended a meeting about a year ago at Fort Lee. We had two educators there, but we had approximately 15 representatives from industry, for example, Du Pont, Reynolds Tobacco, Reynolds Metals, and State.

I was surprised there weren't more educators, more college people, out contacting our veterans. I am sure that this has been brought to their attention and has been changed.

Senator Cranston. I would like to ask you about Project Transition. Have you become involved in that approach, the release time program, where preveterans can be involved on military bases in the educational process? You are not familiar with that?

Mr. Cox. No, I am sorry that I am not.

Senator Cranston. I wish you would look into it, because it is one of the more helpful programs, in my opinion, that provides a real opportunity to take advantage of what is available with minimum cost to the veterans involved.

Mr. Cox. Is that the education approach that they have 6 months before they are discharged?

Senator Cranston. Yes; they are still in the military.

Mr. Cox. I am familiar with that.

Senator Cranston. Have you done anything with that?

Mr. Cox. No. As yet, Pennsylvania State University has not participated in that aspect of it.

Senator Cranston. Do you have any plans to do so?

Mr. Cox. We are considering it.

Senator **Cranston**. I hope you will take a real look at it. I think there are real possibilities.

Do you have figures showing how many of the 904 veterans currently enrolled at the University Park campus were enrolled in the associate degree program, the 2-year program?

Mr. Cox. No, sir; I don't. Of the 904 at University Park, I don't have that information.

Senator **Cranston**. If you could, would you provide those for the record.

(The information subsequently supplied follows:)

For the Fall Term 1968 University Park total enrollment was 21,882 undergraduates:

Bachelor degree program	21, 259
Associate degree program	104
Adjunct students	286
Continuing education, part time	233
Total	21, 882

The number of *veterans* included in the 104 associate degree program were 7.

Senator **Cranston**. What proportion of the students in the associate degree program go on to finish a 4-year program?

Mr. Cox. I do not have that figure with me.

Senator **Cranston**. Could you get that, if possible?

(The information subsequently supplied follows:)

A very low proportion or percentage, approximately 5%, of the two year associate degree program students go on to finish the four year program. This percentage fluctuates from year to year. This school year 1969–70 it is estimated that between 50–60 have applied for transfer to the four year program from the associate degree program.

Senator **Cranston**. Could you give us an estimate of the amount of funds needed to provide funds for special needs of veterans under S. 2361?

Mr. Cox. I don't even have an estimate, sir. We are still working on our proposed program, and it is still under consideration, and costing has not been started yet.

Senator **Cranston**. That would be difficult to provide at any time in the near future, though?

Mr. Cox. Yes, sir, it would be.

Senator **Cranston**. Is the present veteran enrollment on all campuses around 1,546?

Mr. Cox. Roughly correct.

Senator **Cranston**. How many special counselors at your various campuses do you expect the veteran population, and the increased veteran population in the coming years would require?

Mr. Cox. This would be a rough estimate. I would say one per campus, or 20. If we had one counselor to handle only veterans' affairs. When you get into the tutorial and remedial, that would be most difficult to even estimate at this time until we see what our program would be.

Senator **Cranston**. How many and what type of remedial and tutorial and other special programs do you envision?

Mr. Cox. Well, as I mentioned in my presentation, the two that appear to be lacking are in mathematics and in English, so I would say that those would be the two first approaches, or areas that we would definitely look into.

Senator CRANSTON. More specifically, would you foresee a substantial increase in the participation of veterans as adjunct students if special aid were able to be provided to enable programs for upgrading veterans' qualifications in order to begin higher education?

Mr. COX. Yes, sir.

Senator CRANSTON. I want to thank you very much for your very informative and useful statement, and it seems you have a flexible and far-sighted program at Penn State to meet the needs of returning veterans for higher education. I am delighted to hear about it.

Thank you very much.

Mr. COX. Thank you very much, sir.

Senator CRANSTON. I would like to greet Senator Randolph, who will introduce our next witness.

We are delighted to have a former chairman of this subcommittee, whose devotion to and understanding of the needs of veterans is renowned.

Senator Randolph, we welcome you here.

Senator RANDOLPH. Chairman Cranston and Senator Schweiker, it was my responsibility to chair this subcommittee for a period of 19 months. It is important work, and challenging work. I am very gratified that you have succeeded to the responsibility of this chairmanship. I know that you with others of us who serve on the subcommittee, will give attention not only to the legislation being considered today, but to the many measures to benefit the veterans and strengthen the programs for those who served in the Armed Forces of the United States.

Mr. Chairman, it is a privilege to introduce today two young West Virginians who have provided leadership in the effort to secure adequate benefits for the veterans of our Armed Forces, particularly the cold war veterans.

On my left is Jack Fowler, of Morgantown, W. Va., Mr. Fowler appears in his capacity as president of the National Association of Collegiate Veterans, an organization which represents student veterans on our college and university campuses.

My close association, Mr. Chairman, with Jack began at a very critical time in the history of veterans legislation. It was during that final push—and I use the word advisedly—the culmination of many years of effort in which the crusading Senator from Texas, Mr. Yarborough, was a real champion.

I speak, of course, of the GI bill for the cold war veterans.

I recall so very well in 1964 when Jack came to Washington to testify before our veterans subcommittee, and to place the college veterans foursquare behind that proposal which became law

Senator Yarborough met our West Virginia delegation, and he joined in support of our efforts to create the organization now known as the National Association of Collegiate Veterans.

Mr. Chairman, accompanying Mr. Fowler, and sitting on my right, is Al Mayles, who succeeded Jack when he moved from the presidency of the West Virginia University chapter to the national presidency of the organization for which he appears today.

Mr. Mayles is effectively carrying on the work in the West Virginia University chapter, as did Jack when he was there.

It is not a mere pleasantry when I say that in these two young men we have a strong team, Jack Fowler and Al Mayles. And I am sure, Mr. Chairman and Senator Schweiker, that when they testify today, they will be able to present to you and other members of the subcommittee very factual information, information which has been gained from discussion, hundreds of discussions with veterans who have served in the armed services. They are of the group for whom they shall speak, and they are understanding of the problems of those persons who seek in this bill, and other bills, not to just have something given to them from the Government, but to have from our Federal Government those aids which will help them to become better citizens of the United States of America.

I thank you, Mr. Chairman.

Senator CRANSTON. Thank you. After hearing such great things about your two constituents from such a great source, we will listen to them with special interest.

STATEMENT OF JACK FOWLER, PRESIDENT, NATIONAL ASSOCIATION OF COLLEGIATE VETERANS, INC.; ACCOMPANIED BY AL MAYLES, PRESIDENT, WEST VIRGINIA UNIVERSITY VETERANS CLUB, MORGANTOWN, W. VA.

Senator CRANSTON. Mr. Fowler and Mr. Mayles, we are delighted to have you with us. After that fine introduction from your Senator, we are eager to hear from you.

Mr. FOWLER. Thank you, Mr. Chairman.

I wish to thank Senator Randolph for his kind remarks and may I add that the support Senator Randolph and Senator Yarborough of Texas has given our association has been above and beyond the call of duty. On behalf of the National Association of Collegiate Veterans, I wish for the records to show our sincere thanks.

If I may, I would like to introduce Al Mayles, who will be the first speaker today. He is president of the West Virginia Veterans Club at the University. He is also past vice president of the National Association of Collegiate Veterans. He is presently enrolled as a Ph. D. candidate in genetics at the university.

Al?

Mr. MAYLES. Thank you, Jack.

We at West Virginia University are deeply appreciative of the opportunity to again appear before you and present our views in support of S. 338.

As president of the West Virginia University Chapter of the National Association of Collegiate Veterans, I would like on behalf of our organization to say that we have supported legislation of this type covered in S. 338 for many years, having sent representatives for testimony on several previous occasions.

Presently in support, we are in the process of encouraging active endorsement of this bill by veterans organizations at other colleges and universities.

There are 2,000 veterans attending colleges and universities throughout the State of West Virginia. At West Virginia University, there were some 450 matriculating veterans during the spring semester of 1968–69; 80 percent of those are married. Of this 80 percent, every one of their wives has worked or is now working to help finance her husband's education.

As a married student, I know some of the problems they have. My wife has worked since the beginning of my education.

In 1963, I was discharged from the service under the assumption that the cold war GI bill would be going through for the fall term. Well, it didn't come through until 3 years or so later. My wife and I struggled very hard. At times we were completely separated from each other. I would go back and forth from Morgantown to Wheeling on weekends so that I could be with her and our only child, a son.

Those were very critical times, those first 3 years of my college education.

Then the cold war GI bill, I believe, came through in 1966, which helped us considerably, and we are very appreciative of it. But for the new veterans getting out of the service this year and in the years to follow, they need help. They need more help than we received financially. Believe me, it is quite a struggle.

Our approval of this legislation is based on two foundations.

First, we are a veterans organization with the purpose of supporting welfare of veterans and encouraging their betterment. Through this bill, we see the means for these citizens to make a transition from the military to a productive, meaningful civilian life.

At the present most persons who are about to undergo separation from the military have some definite ideas for the future. However, even those persons with the highest hopes and the most intricate plans must face the future with some doubt.

I do not speak of the philosophical uncertainties which the future holds for each of us. Instead, I speak of the future surrounded by bewilderment and insecurity which a person must face upon being released from the military.

This is the future which must include accepting leftovers from contemporaries who, through one method or another, have bypassed their military obligation. This is the future which is up hill all the way.

Many men face this future with financial obligations which must be met.

Senate bill 338 would not completely alleviate these problems, but it would provide the needed opportunity for him, and for others, and it would at least place education within the realm of the possible.

What future shall you offer to our men in uniform, our servicemen, whether presently fighting in Vietnam or guarding our coasts, who are paying with years, and even, in too many cases, with their lives? These men should have the opportunity to lead active and productive lives after their tours of duty. And this can best be done by granting them additional educational benefits.

The second basis of our support is that we are members of an institution of higher learning. As such we have learned to appreciate the need for education, whether formal or technical.

Today's world is a modern, progressive world. No longer can a person rely on a high school education to satisfy educational requirements in life. Additional training is needed to keep pace with present standards.

Too many veterans leave the military lacking this additional training. Many veterans accept the challenge of attempting to gain an education. Some make it. Some don't. Too many cannot.

Though the reasons are many and varied, the basic problem, all too often, is their financial shortcomings. Too much talent is being wasted for this reason. This waste should not be allowed to continue.

One might argue that with the many loans and scholarships available, financial assistance should be easily attainable. However, with the present emphasis on education, the increasing number of students has far surpassed the available loans and grants. Even then, in some cases, eligibility considerations are placed in favor of the younger high school graduate by various restrictions.

Many of the difficulties with finances could be alleviated for both veterans and nonveterans by favorably considerations of this bill.

This legislation would be of tremendous benefit to many now attending school, because there are many veterans who are struggling along now, and to whom additional assistance is but a dream.

Some of these men will soon find it necessary to discontinue their education. However, to realize the greatest potential of this legislation, one must look beyond the campus and classroom and evaluate the economic and social impact of this increased education.

This, gentlemen, cannot be measured in terms of dollars and cents.

In closing, I would like to say that we veterans are not looking for a handout. To the contrary, those who would receive the benefits of S. 338 would be out to obtain an education, not a handout. Don't deny them this opportunity.

Thank you very much.

Senator CRANSTON. I want to thank both of you very much for traveling here today to give us your testimony and your thoughts. It is particularly helpful to hear from people directly involved in the processes that we are considering when we are working on legislation such as this, so your testimony is of particular value to us.

What is your own experience in regard to the VA's program of advising people as they leave the Armed Forces of their opportunities for education? Does it reach people effectively? Does it miss many?

Mr. MAYLES. I have heard stories, Senator, from various parts of the country. I understand on the west coast, not from my personal experience, but from people who have come back to West Virginia, that they do have a fairly decent system of informing the veterans who are getting out of the service.

I haven't heard too much from the east coast, or, from Texas and that area, but I understand the west coast does have a program.

The veterans I have talked to who were discharged from the west coast were informed of their educational benefits.

Senator CRANSTON. Is it your general impression that if there is a lag between the time the individual leaves the Armed Forces and takes advantage of his educational opportunities that the prospects diminish that he will ever do so?

Mr. MAYLES. Yes, sir; very much.

Senator CRANSTON. On page 5 of your statement, you seem to be indicating that married veterans face particularly onerous problems in attending college under the GI bill. Are you suggesting that a larger increase than the 46-percent increase across the board is necessary for veterans with dependents?

Mr. **Fowler**. Sir, I believe that is in my statement. Yes sir; I do feel a larger increase than the 46-percent increase across-the-board is necessary for veterans with more than one dependent. Admittedly a single veteran has problems in attending college under the existing GI bill's rates as well as a veteran with one dependent. In the case of the veteran with one dependent, his dependent is usually his wife, and she can work to support her husband through college. When the veteran has more than one dependent is where the problem becomes very involved. Usually his dependents are small, preschool age children, who are in the formulative years of their life and need very much to have the mother around the house during this crutial period of their life. A mother belongs with her children. For this reason, I feel strongly that the veteran with two or more dependents need a larger increase than the 46-percent increase that is proposed.

Senator **Cranston**. Have you come to any conclusions as to how much of an increase would be adequate?

Mr. **Fowler**. No, sir; we haven't really sat down and figured it up as far as a percentage basis goes.

Senator **Cranston**. Do you think you could work out a figure that would be appropriate?

Mr. **Fowler**. Yes, sir; I will. I will get a figure and get it in the mail to you, sir.

(The information referred to, subsequently supplied, follows:)

NATIONAL ASSOCIATION OF COLLEGIATE VETERANS PROPOSED INCREASES TO MONTHLY PAYMENT AVAILABLE TO VETERANS

Type of program	No dependents	1 dependent	2[1] dependents	Plus for each dependent over 2
Institutional:				
Full time	$190	$235	$275	$20
Three-quarter time	140	170	210	15
Half time	95	115	140	10
Cooperative training	155	185	235	15

[1] Based on an estimate of $3,000 for a resident veteranwith 1 dependent (plus $600 for each additional dependent to attend West Virginia University, a State-sponsored college, for 9 months.

Senator **Cranston**. In table A attached to your prepared statement, I see the cost of attending West Virginia University in 1951 and 1952 was covered to the extent of 96.5 percent by the Korean allowance rates.

However, according to your figures, the percent of coverage for 1969–70 costs is less than 66⅔ percent.

Extrapolating, and using the 80-percent rate, which was the amount covered by the GI bill for public education back in 1952, we would find that an increase of approximately $30 in the monthly allowance rates would be clearly necessary in order to provide 80-percent coverage today for higher education at West Virginia University. I take it that is your general position.

Mr. **Fowler**. Yes, sir. This is for a single person.

Senator **Cranston**. In table 2, you use the term "resident budget" to describe certain costs at your member colleges. What does that refer to?

Mr. **Fowler**. A resident of a State—12 months requirement in most States—receives a cheaper tuition rate. This is the classification we are using here. A veteran from out of State attending the same school pays a higher tuition rate.

In the case of West Virginia University, the latest estimate I have for a student attending college there from out of State is $2,400, I believe, sir.

Senator **Cranston**. You are talking about tuition costs and not comprehensive, total costs?

Mr. **Fowler**. These figures include—the source of this information was from a student expense budget for the colleges' and universities' 1969–70 academic year, published by the Educational Testing Service, Princteon, N.J.—what it would cost, total, for a person to go to school as a resident of his State, and this includes his tuition, his board, his books, nominal—very nominal—travel expenses, but may I say that the $1,800 figure I gave does not include any R&R whatsoever.

Senator **Cranston**. Thank you very, very much. You have been very helpful, and we appreciate your being with us.

We will print Mr. Fowler's statement in the record at this point.

(The prepared statement of Mr. Fowler follows:)

PREPARED STATEMENT OF JACK R. FOWLER, NATIONAL PRESIDENT OF THE NATIONAL ASSOCIATION OF COLLEGIATE VETERANS, INC., MORGANTOWN, W. VA.

Mr. Chairman and Members of the Subcommittee, I am Jack R. Fowler, National President of the National Association of Collegiate Veterans, Inc. I am here today to offer support of Senate Bill 338, especially the section to amend section 1682 of title 38, United States Code, which would increase the rates of the allowance paid to veterans for educational assistance.

I have prepared a paper which I shall present later, but first I would like to tell this distinguished Subcommittee about the organization which I represent.

The National Association of Collegiate Veterans, Inc. (N.A.C.V.), is a relative new face on college campus being formed in May, 1968, at Mankata State College, Mankata, Minnesota. The original name of the organization was the National Federation of Collegiate Veterans Association, but this was changed at our last convention held at the University of Southern Illinois to our present name.

The purposes of N.A.C.V. are three-fold as is written in our constitution: (1) To help enrich and fulfill a student veterans college career, (2) To encourage good fellowship among all student veterans, (3) To assist in any way possible within limits of this associaiton to make a student veterans college life successful.

At the present time our member clubs are represented in 20 states with membership of some 4,000 members. I say some because we are in a transition of changing executive officers and I have not received the complete membership roster from the last year's president, Carl Egan of Mankata State College. May I say, our National Headquarters is located in my home and my wife, Betty, who is present today, is my chief secretary and my daughter, Joyce Lynn, is my biggest morale booster.

I do have a wonderful executive board composed of the following veterans. 1st Vice President—William Bode, University of Nebraska; 2nd Vice President—Willie T. Little, Jr., Fort Valley State College Georgia; and Treasurer, Ralph A. Majchrowicz, Southern University of New York, Buffalo, New York.

I might add gentlemen, that of the distinguished members on this Subcommittee, I represent colleges from each of the States you represent, except the distinguished Senator from Oklahoma and we are working very hard on this at the present time.

Even though our membership may be small and our organization is a new one, I do feel thought I am here today as a representative of all college veterans and more broadly all veterans, especially those who are eligible to receive benefits from the "Cold War G.I." Bill. Many of the National Organizations have limited their membership to the "Vietnam Era." whereas, the N.A.C.V. accepts members provided they have been on military duty, pay their dues, be a student at an institution of higher education at any time during the year, separated from service under condiitons other than dishonorable, and be a member in a local organization.

If I may now, I will proceed with my prepared paper.

PLIGHT OF THE "COLD WAR" VETERANS ATTENDING COLLEGE UNDER THE 1966 G.I. BILL

"Ask not what your country can do for you—ask what you can do for your country." These are the immortal words of the late John F. Kennedy during his inaugural address. Many of the men who are proudly wearing the uniform or who have proudly worn the uniform of this great Nation of ours have not only asked themselves what they can do for their country, but they are doing or have done for their country what many men before them have done. After serving their country proudly, many of these men again ask what they can do for their country and the answer they conclude is to secure more education, whether by securing their high school education, by obtaining a college degree—undergraduate or graduate level, or by attending a trade school. They have seen enough of wars and feel as I do that an educated Nation will stand a much better chance toward securing peace in this world than an uneducated Nation.

Congress also felt this way in 1944 when it passed the first "G.I. Bill of Rights", (PL 78–346) which provided a veteran of World War II tuition expenses up to $500 and living allowances were at first $50 a month for a single veteran and $75 a month for a veteran with dependents. The living allowance was increased in 1945 and again in 1948 to $75 a month for a single veteran, $105 for a veteran with one dependent and $120 for a veteran with two or more dependents.

In 1952, we saw Congress pass the Korean "G.I. Bill of Rights" (PL 82–550) which provided educational benefits of $110 a month for a veteran with no dependents, $135 a month for a veteran with one dependent, and $160 a month if he had two or more dependents. This bill had a cut off date for eligibility of January 31, 1955, with a benefit cut off date of January 31, 1965.

In 1959, Senator Yarborough of Texas, with the help of Senator Randolph of West Virginia and many other Senators started their fight for early passage of a "Cold War" G.I. Bill. Finally on March 3, 1966, the "Cold War" G.I. Bill of Rights was signed into law (PL 89–358). When the G.I. Bill of Rights was enacted it carried with it lower monthly benefits for education than the Korean G.I. Bill, $100, $125 and $150 a month. Since then Congress has increased the benefits to $130 a month for a single veteran, $155 a month for a veteran with one dependent and $175 for a veteran with two dependents plus $10 a month for each dependent over 2.

Gentlemen, from 1952 to the present, we have seen the educational benefits increase from $110 a month for a single veteran to a grand figure of $130 a month. Over a period of 17 years we have had a $20 a month increase in educational benefits or a grand total of $180 for a 9 month term of college. Whereas at West Virginia University, a land grant college, the cost of a 9 month term for a single person has increased $1100 a year from $700 to $1800. I ask this distinguished group of men, is this the way Congress says thanks for a job well done, here is your education allowance which will provide you with a $130 a month or $1170 for 9 months to go to college, but it will cost you $1800 to attend college for 9 months.

Admittedly the education allowance is only to help defray the cost of a veterans education and not pay for it entirely but with the spiraling cost of a college education—West Virginia University has an 80 percent increase in less than 10 years—the single veteran today finds it harder to attend college.

The sad part of it all is that not all the veterans attending college are single. Again using West Virginia University for my statistical information, approximately 70–80 percent of the veterans using the G.I. Bill are married, and of that 70–80 percent I would estimate at least 50 percent of them have more than one dependent.

At the end of my report are two tables. Table I shows the benefits received (based on a 9 month term) vs. the estimated cost of a single person attending college at West Virginia University. Table II shows the estimated cost of a single person (state resident) attending college at a National Association of Collegiate Veteran's local organization.

I understand President Nixon has appointed a committee to be headed by the new administrator of Veterans Affairs to find out why the veteran is not taking advantage of the G.I. educational benefits. Hell, it is very simple to determine. They can't afford to attend college without going into a heavy debt. I know because I received my bachelors degree without the benefits a veteran now gets.

Many want the increase in educational benefits for the Vietnam Era Veteran alone. They seem to forget this "Cold War" has been going on long before 1964.

Why hasn't Congress taken action on the increase in educational benefits? This I'll admit is a question that I have asked myself many times, but I really haven't been able to find an answer to this question.

I ask myself is it because it will cost more money? This is true, but when you can get the return the government has on the past G.I. Bill's as well as the present one, I have to eliminate this idea.

No Bill passed by Congress has had a better return on its investment. The increase in income tax payments by the educated veteran has been estimated at over 10 million dollars yearly more than that of the uneducated veteran which would have been the case had not the G.I. Bill of Rights been passed in the first place.

Many have told me Congress does not want to pass on any bill which would provide additional money to students attending college, because of the recent student demonstrations. The percentage of veterans participating in these student demonstrations are very very small and I only wish I had some statistics to back this statement up, but I do have a statistic which I would like to relate to you gentlemen and this is a very true statistic.

Two years ago at West Virginia University we had a veteran of the Marines, who returned to college to get his degree. His name was "Corky" Foster a native of Welch, West Virginia. I knew "Corky" personally and we had talked many times on service life and the problems of a veteran going to school.

Corky Foster was a West Virginia soldier who walked four hundred and four miles with a fully loaded pack on his shoulder to join the Marines and went on to Vietnam and died. Why he walked only he knew; the reason for his death will mean different things to each of you. I feel he has recorded the last steps of his long walk to set the scales in balance against what our time will undoubtedly be remembered for most, flag burning, a dearth of patriotic zeal and love of country.

Gentlemen, Corky was an example of the type of veteran who is attending colleges and universities under the G.I. Bill. I plead with you don't rob them of this opportunity by denying them an increase in educational assistance. Congress today could not grant an increase in educational benefits enough to repay these brave men for their bravery and courage. They are not asking for an handout though because receiving a college education today is no easy row to hoe. They are only asking for a chance. You cannot really place a dollar and cent figure on an education today.

I therefore urge early passage by Congress of S. 338.

The N.A.C.V. also urges passage of S. 2036 a bill to provide educational assistance to veterans attending school at the elementary level.

On Senate Bill 2361, the N.A.C.V. agrees with the idea of counselling, tutorial and other special educational services, because our local associations have done this with fellow veterans who are having problems with their college work, but we have done so on our own. We feel that the Veterans Administration has done a job unequaled by other Federal Agencies; therefore our opposition is the fact the Veterans Administration shall, jointly with the Commissioner of Education prescribe regulations governing the administration of education services for veterans.

We feel that veteran affairs should be handled solely by the administrator of Veterans Affairs.

In closing may I say that on behalf of the National Association of Collegiate Veterans, I wish to express my thanks to the Committee for allowing our views to be expressed in support of an increase in educational benefits under the "Cold War" G.I. Bill. I have great faith in this Congress that this Bill will be passed in the near future.

Mr. Chairman, the N.A.C.V. appreciates the time given to receive our views and comments.

TABLE I.—SINGLE PERSON ATTENDING COLLEGE AT WEST VIRGINIA UNIVERSITY

Year	Approximate cost of 9-month term	Benefits single person received
1951–52	$700	[1] $675
1952–53	700	[2] 990
1957–58	800	990
1959–60	900	990
1963–64	1,100	990
1964–65	1,200	990
1966–67	1,200	[3] 900
1967–68	1,450	1,170
1969–70	1,800	7,170

[1] World War II "GI Bill of Rights" also included up to $500 for tuition which is not shown.

[2] Passage of Korean "GI Bill of Rights," eligibility date expired Jan. 31, 1955, benefits ceased Jan. 31, 1965, figures used to 1964–65.

[3] Passage of "cold war" GI Bill of Rights benefits increased $30 per month in 1967.

Source: West Virginia University undergraduate catalog and "Congress and the Nation," 1945–64, Congressional Quarterly Service.

TABLE 2.—*National Association of Collegiate Veterans*

1969–70 academic year

Charter year member clubs, June 1, 1968–May 1, 1969	*Resident budget, single person*
Associated Veteran Students, Bakersfield College, Calif	$1,270
Adams State College Veterans Club, Alamosa, Colo	1,585
Central Connecticut State College Vets Club, New Britian, Conn	
Fort Valley State College Vets Club, Fort Valley, Ga	1,440
Southern Illinois Vets Club, Carbonsdale, Ill	
Northern Illinois University Vets Club, DeKalb, Ill	1,850
Morningside College Veterans Association, Sioux City, Iowa	2,640
Iowa State University Vets Club, Ames, Iowa	1,710
Morehead State University Vets Club, Morehead, Ky	1,360
Lansing Community College Vets Club, Lansing, Mich	1,440
Western Michigan University Vets Association, Kalamazoo, Mich	1,811
Lake Michigan College Veterans Association, Benton Harbor, Mich	1,410
St. Cloud State College Veterans Club, St. Cloud, Minn	1,650
Rochester State Junior College Vets Club, Rochester, Minn	1,760
University of Minnesota Technical Institute Vets Club, Crookston, Minn	
Moorhead State College Vets Club, Moorhead, Minn	1,600
Wilmar State Junior College Vets Club, Wilmar, Minn	1,185
Mankato State College Vets Club, Mankato, Minn	1,550
University of Nebraska Student Vets Organization, Lincoln, Nebr	1,900
University Students Association for Veterans, SUNY at Buffalo, N.Y	2,510
Valley City State College Vets Club, Valley City, N. Dak	1,220
Shippensburg State College Vets Club, Shippensburg, Pa	1,687
South Carolina State College Vets Club, Orangeburg, S.C	
Sioux Falls College Veterans Club, Sioux Falls, S. Dak	2,091
Northern State College Vets Club, Aberdeen, S. Dak	1,450
University of South Dakota Vets Club, Vermillion, S. Dak	1,730
Middle Tennessee State College Vets Club, Murfreesboro, Tenn	1,250
Pan American College Veterans Club, Edinburg, Tex	1,535
West Virginia University Vets Club, Morgantown, W. Va	1,800
Wisconsin State University-Platteville Vets Club, Wis	1,700

Source: College Scholarship Service Technical Report, February 1969.

Senator CRANSTON. Did you wish to add something further?

Mr. FOWLER. I do have two inserts, and while sitting back there, I came up with possibly another answer to a question you asked earlier.

Senator CRANSTON. All right.

Mr. FOWLER. Where I was talking about President Nixon appointing a committee to check into the problems of veterans utilizing the GI bill, I would like to point out that my association fully supports this committee and any committee that would delve into this problem, because we feel it is a problem facing us today.

As was pointed out in previous testimony, no bill has actually been as beneficial as the GI bill of rights.

Also, I would like, for the records to show the NACV supports go on H.R. 6808, because this would allow a veteran receiving benefits under the GI bill, as small as they may be, to receive certain other Federal educational grants. Even after the proposed increase in S. 338, the veteran would still have to receive additional funds to go to college. So we fully support H.R. 6808.

In response to the question that was asked earlier about the separation centers. I feel that there is an additional problem in the VA's handling of veterans, not only with the separation center discharge, but once a veteran gets into college. Recently the VA regional contact personnel throughout the States have been cut back very drastically. I feel this has been through a lack of appropriations, possibly, to the VA.

We feel that the affairs of the veterans should be handled by the Administrator of Veterans Affairs in his Department, versus by another agency of the Federal Government.

As veterans attending college, we are faced with another problem and that is, once enrolled in a program and we have problems concerning our benefits we find it next to impossible to find a Veterans' Administration contact man because of the cutback in contact officers.

At West Virginia University we are fortunate in having a very qualified veterans coordinator to help our veterans, but a lot of schools are not this fortunate. I feel the provisions of the Korean GI bill should be reinstated in providing colleges and universities with $1 per veteran per month for providing a qualified person to assist veterans attending higher educational facilities today.

The question as to whether a veteran is receiving an adequate explanation on his benefits when he is discharged from the service, as Mr. Mayles pointed out, varies between separation points.

I feel a more serious problem is the veteran who was discharged prior to July 1, 1966, and is eligible to receive benefits from the cold war GI bill.

For example I have been in contact with a veteran who is married and has five children. He has not completed his freshman year in high school, nor did he even realize he was eligible for educational benefits from the GI bill. He didn't even know the GI bill existed.

He is presently planning on returning to high school this fall in hopes of completing his high school education and possibly take a correspondence course to improve himself and secure a better job.

Senator **Cranston**. To get back to this fellow, why was he not informed?

Mr. **Fowler**. Well, he fell into the era of before July 1, 1966. I believe his discharge date was somewhere around 1960, if I recall, sir, and he was out of the service. The VA had not contacted him in any way, shape or form on the benefit that he could possibly receive.

He is presently employed as a janitor, receiving very nominal wages and being very much overworked. He wants to get his education, but he did not really—sadly, he did not even know that we had a VA contact who came into Morgantown once a month.

We also feel there is a discrepancy in the interpretation by the Veterans' Administration to certain provisions of the cold war GI bill.

Presently a doctor or a dentist who is eligible to receive benefits may receive benefits from the Veterans' Administration for doing his internship, but a pharmacist, who also has to complete an internship training period from 6 months to a year, is not eligible to receive the same benefits; yet he must serve this internship before he is eligible to be licensed as a pharmacist.

The Veterans' Administration claims very few veterans fall into this category. Well, sir, through my experience at West Virginia University and the NACV's member association, I find that there are many who do fall into this category. Many veterans, when they realize they have 7 years of schooling ahead of them, will not apply for the GI educational benefits at first, but will use what little savings they may have been able to accumulate while in the service to go to school. Then they start receiving their benefits, only to find out that during the 6 months to a year of internship they cannot receive benefits from the GI bill. They cannot even receive it while doing their internship at an educational institution.

I request that this committee correct this type of injustice to today's veterans, either through a new bill or proper interpretation by the Veterans' Administration of the existing GI educational bill.

Thank you, sir.

Senator CRANSTON. Thank you. That was a very helpful addition.

The next witnesses are Charles E. Mattingly, assistant director of the national legislative commission, and E. H. Golembieski, director, national rehabilitation commission of the American Legion.

STATEMENTS OF CHARLES E. MATTINGLY, ASSISTANT DIRECTOR, NATIONAL LEGISLATIVE COMMISSION, AND E. H. GOLEMBIESKI, DIRECTOR, NATIONAL REHABILITATION COMMISSION, THE AMERICAN LEGION

Senator CRANSTON. I welcome both of you here today. I am a member of the Amercan Legion, and I am particularly glad to see you.

Mr. MATTINGLY. We know that, Senator Cranston, and we are very proud to number you amongst our list of distinguished members.

I thank you for this opportunity to make our views known on pending legislation affecting veterans' education.

As you know, our testimony is based upon several resolutions approved either by our national commission or the national executive committee of the American Legion.

Our chief witness this morning, Mr. Chairman, has had nearly a quarter of a century of experience in dealing with all facets of veterens affairs. I would like to introduce to you the director of the program division that handles veterans' benefits and other matters pertaining to veterans for the American Legion, Mr. Edward H. Golembieski.

Sentaor CRANSTON. You are welcome, Mr. Golembieski.

Mr. GOLEMBIESKI. Thank you, Mr. Chairman. We appreciate the time given to the American Legion to express its views on the several bills before you which would improve on the educational assistance program established for those with service after January 31, 1955, by Public Law 89-358, as amended by Public Laws 90-77 and 90-631.

Before proceeding with our specific views on the measures before you, Mr. Chairman, with no reflection on those who served in the induction period, I would like to comment on the position of the American Legion with respect to the honor and special consideration that need be given those with service in the Armed Forces on and after August 5, 1964, the Vietnamese era veterans.

On August 5, 1964, our Armed Forces personnel in Vietnam were fired on by those of North Vietnam. At that moment the status of our Armed Forces personnel changed from advisory to defensive. The prolonged existence of war-like conditions has placed the Vietnam era beyond a limited campaign or hostile action.

In recognition of the status in which our Armed Forces personnel have been placed subsequent to August 4, 1964, the American Legion has petitioned the Congress and the executive branch to establish for veterans of the Vietnam era a program of benefits comparable to that which had been established for veterans of World War II and, later, for veterans of the Korean conflict. By "comparable," the American Legion does not mean similar or identical in all respects.

The thought is that the responsive readjustment and rehabilitation programs should be no less nor greater than those that met the needs of the earlier veterans groups, but one suited to the individual personal and economic needs of Vietnam era veterans returning to the current economic and social community—to provide them with readjustment benefits, such as educational assistance, compatible with the needs imposed by our society of today.

As an organization, the American Legion is deeply appreciative of the legislation enacted by both the 89th and 90th Congresses, with particular reference to the education programs created for the purpose of:

(1) Extending the benefits of higher education to qualified and deserving young persons who might not otherwise be able to afford such an education.

(2) Providing vocational readjustment and restoring lost educational opportunities to those servicemen whose careers have been interrupted or impeded by reason of active duty.

(3) Aiding such persons in attaining the vocational and educational status to which they might normally have aspired and obtained had they not served their country.

To place our position on comparable readjustment benefits in proper perspective, I would like, Mr. Chairman, to summarize the salient features of the educational assistance programs established for veterans of World War II, the Korean conflict, and the Vietnam era.

WORLD WAR II

Entitlement period: 1 year plus the time such person was on active duty after September 16, 1940, but before July 26, 1947, not to exceed 48 months entitlement.

Educational assistance: Up to $500 toward tuition and other fees for any school year, plus a subsistence allowance of $75 for a veteran alone, $105 to a veteran with one dependent, and $120 for a vetean with more than one dependent. These amounts were payable while pursuing a course of full-time instruction

KOREAN CONFLICT

Entitlement period: 1½ times the duration of service of the basic service period (June 27, 1950, to January 31, 1955), with a maximum entitlement of 36 months.

Educational assistance: While pursuing a course of full-time instruction, $110 to a veteran alone, $135 to one with one dependent, and $160 to one with two or more dependents.

VIETNAM ERA

(Veterans Readjustment Act of 1966 as amended)

Entitlement period: 1½ months for each month of active duty service after January 31, 1955, but not to exceed 36 months. Notwithstanding this formula, an eligible veteran with 18 months or more active duty after January 31, 1955, released under conditions that satisfy his active duty obligation is entitled to 36 months.

Educational assistance: While pursuing a course of full-time instruction, $130 to a veteran alone, $155 where there is one dependent, and $175 to one with two dependents, plus $10 for each additional dependent.

We realize, Mr. Chairman, that it was never the intent of these three readjustment assistance acts to completely subsidize the cost to veterans of pursuing education or training. But a comparison of the costs of food, housing, transportation, clothing and personal care, medical and dental care, other personal items, as well as tuition, fees, books et cetera, in the years following World War II, and in those following the Korean conflict, with present-day costs, will indicate that they have become more expensive.

Although exact figures are not available to us on present costs, the U.S. Office of Education (HEW Indicators, July 1965) has estimated that the total average student cost for attendance at a public institution during the 1963–64 academic year was $1,505, while the figure in private institutions was estimated to average $2,300.

In addition, wide differences were reported in total costs according to the type of institution attended. Average student costs in public institutions varied from $1,140 in junior colleges to $1,900 in universities. Equivalent costs in private institutions varied from $1,590 in theological institutions to $3,000 in universities and technological institutions.

According to these indicators, the cost of attending an institution of higher education tends to be greater in the fourth than in the first year. Attached is a table excerpted from HEW Indicators (February 1967) which estimates college costs per student from 1931 through 1981.

(The table referred to follows:)

ESTIMATED COSTS OF ATTENDING COLLEGE, PER STUDENT

Academic year ending	Tuition and required fees		Total costs		Academic year ending	Tuition and required fees		Total costs	
	Public	Private	Public	Private		Public	Private	Public	Private
1931	$71	$252	$730	$960	1957	$142	$495	$1,260	$1,820
1933	71	251	750	980	1959	164	584	1,330	1,950
1935	75	252	770	1,000	1961	179	676	1,400	2,090
1937	78	253	790	1,020	1963	191	753	1,480	2,240
1939	79	256	810	1,050	1965	222	831	1,560	2,370
1941	82	270	830	1,080	1967	260	917	1,640	2,570
1943	88	276	860	1,120	1969	303	1,011	1,740	2,640
1945	95	280	910	1,200	1971	353	1,115	1,840	2,780
1947	125	330	960	1,290	1973	411	1,229	1,940	2,940
1949	130	396	1,010	1,380	1975	480	1,355	2,040	3,100
1951	138	414	1,070	1,480	1977	560	1,494	2,160	3,280
1953	137	420	1,130	1,590	1979	653	1,647	2,270	3,450
1955	139	438	1,190	1,700	1981	760	1,815	2,400	3,640

Mr. **Golembieski**. With this foreground, Mr. Chairman, I will not comment specifically on the following bills:

S. 338: A bill to increase the rates of educational assistance allowance and to liberalize the flight training criteria under 38 United States Code, chapter 34.

I regret, Mr. Chairman, that at the time I prepared this statement I did not have available the amendment submitted by Senator Yarborough, although in principle the American Legion does support increases in the benefits for educational assistance under chapter 31 and under chapter 35.

So, in considering these remarks, I would like to have them encompass those provisions of the bill that relate to chapters 31 and 35.

Senator **Cranston**. Thank you. I was going to question you on that point.

Mr. **Golembieski**. The American Legion supports the amendments proposed in section 2 of this bill, to increase the full-time monthly payments to $190 for a veteran alone, $215 for one with one dependent, and $235 for one with two dependents, with corresponding percentage increases for those in half or three-quarter time institutional and cooperative education or training programs.

As the committee knows, students with the highest academic aptitude have good access to higher education. Of the top 10 percent measured academically, 90 percent go to college. Of the top 20 percent, 84 percent enter.

In terms of income levels, the record is much less impressive; 48 percent of all college students come from families in the top income quartile, 28 percent in the second, 17 percent in the third, and 7 percent in the fourth.

It is evident from the attached HEW table of estimates that costs of higher education are becoming more and more burdensome to the individual student and his family.

In reporting on the status of educational assistance benefits under 38 United States Code, chapter 34, for the period ending April 30, 1969, the VA Director of Program Planning and Budgeting Service said:

> **The rate of participation ranges from a low of 10 percent (West Virginia) to a high of 36 percent (Arizona). The pattern of participation by states shows a much higher rate of participation by states in the western half of the nation as compared to the eastern half.**

April 30, 1969, data from the VA Department of Veterans' Benefits indicates 1,505,405 applications for education or training of a potential eligibility of 6,155,000, or 24.5 percent of those veterans, of service since January 31, 1955.

These figures, however, do not really represent the problem before us. This same source informs us that of the 1,505,405 veterans who made application for educational assistance under 38 United States Code, chapter 34, only 1,148,458, or 18.7 percent, entered a program of education or training.

It seems, Mr. Chairman, from the information developed in my statement, that we need to increase the monthly payments of educational assistance to increase the economic opportunity for eligible Vietnam era veterans to pursue a course of education or training under 38 United States Code, chapter 34.

Everything else being equal, we feel that we must provide these veterans with the economic support to achieve higher education. We firmly believe that motivation to this achievement may be accomplished only by providing the increased monthly educational assistance payments proposed by S. 338.

S. 2036: A bill to provide educational assistance to veterans attending school at an elementary level:

This measure would amend chapter 34 of title 38, United States Code, so as to provide that the term "educational institution" would include private or elementary schools and that special training for the educationally disadvantaged shall include those who have not completed elementary school or the equivalent thereof. On the basis of comparability of benefits, the American Legion supports the purpose of this amendment.

S. 2361: According to the bill's provisions, its objectives would be carried out through grants and contracts with institutions of higher education, to enable such institutions to plan, develop, strengthen, improve, or conduct programs or projects to provide, among other things, counseling, tutorial, or other special educational services, including summer, preparatory, and accelerated programs for veterans with academic deficiencies.

In the administration of the education services proposed, the bill would provide that the Administrator of Veterans' Affairs shall jointly, with the Commissioner of Education, prescribe regulations governing the administration of educational services for veterans and share or assume other responsibilities.

For many years the American Legion has resisted those legislative and executive measures which would cause the Veterans' Administration to share with other Federal agencies the responsibility of administering veterans benefits and services.

As we view the readjustment problems of veterans, we see no need, at this time, for the purpose of this legislation. Under the broad experience attained by the Veterans' Administration in administering the provisions of the original GI bill, the Korean GI bill, and current provisions of chapters 31, 34, and 35 of title 38, United States Code, we believe that the purposes of S. 2361, if enacted, would work a disservice to veterans. We believe, too, that the moneys authorized for the administration of this bill could be more usefully applied by liberalizing the educational assistance provisions of chapter 34, title 38, United Sattes Code, such as by increasing the monthly educational assistance payments, authorizing completion of elementary schooling without charge against basic entitlement, and by liberalizing refresher training criteria prior to entrance into college-level education.

Our belief is that the Veterans' Administration, because of its many years of experience in administering veterans' educational assistance, vocational rehabilitation, and orphans' educational assistance programs, has attained an expertise unequalled and unparalleled by any other Federal agency. To delegate to another agency responsibility, either administratively or legislatively, over matters relating to veterans' education or readjustment, would be both meaningless and wasteful.

At this time, Mr. Chairman, we want also to comment briefly on H.R. 6808, an act referred on May 20, 1969, to the Senate Committee on Labor and Public Welfare. It would make a number of modifications in the educational assistance provisions of 38 U.S.C. chapters 34 and 35.

Of the several provisions covered by this act, the American Legion urges the amendment of 38 U.S.C. 1781 to eliminate the prohibition against receipt of certain Federal educational assistance benefits. We believe that enactment of this amendment will materially benefit low-income undergraduate and graduate students and encourage their pursuit of objectives in the high priority fields, such as education, science, and public health.

In closing our comment on H.R. 6808, we want to record the objections of the American Legion to that provision which would prohibit the enrollment of an eligible veteran in any "sales training or sales management course."

At present, 38 U.S.C. 1673(a) provides that the VA shall not approve the enrollment of an eligible veteran in any type of course determined to be avocational or recreational in character unless the eligible veteran submits justification that the course will be of bona fide use in pursuit of his present or contemplated business or occupation.

In addition, subsection (d) of such section provides that the VA shall not approve enrollment of any eligible veteran in any nonaccredited course below the college level offered by a proprietary profit or proprietary nonprofit educational institution for any period during which the VA finds that more than 85 percent of the students enrolled in the course are having all or part of their tuition, fees, or other charges paid to or for them by the educational institution or the VA under 38 U.S.C. chapters 31, 34, or 35.

4

Title 38 U.S.C. chapter 36, and Veterans' Administration regulations provide that State approving agencies are responsible for inspecting and supervising schools within the borders of their respective States, and for determining those courses which may be approved for the enrollment of veterans. State approval agencies are also responsible under these precepts for ascertaining whether a school at all times complies with its established standards relating to the course or courses approved.

Proscription of sales training and sales management courses on a universal basis as proposed in H.R. 6808 appears to us to be inconsistent with the purpose of the Veterans Readjustment Act of 1966, as amended. We suggest that the present provisions of 38 U.S.C., chapters 34 and 36, give the Veterans' Administration sufficient authority to control State approval of accredited and nonaccredited courses.

A prohibititon of the general nature proposed in H.R. 6808 would, we believe, deprive many veterans of the right to pursue sales training and sales management courses at a level below an institution of higher learning. We suggest that the amendment proposed by H.R. 6808 that pertains to courses in sales training or sales management be deleted.

We appreciate the fact, Mr. Chairman, that the increased rates of educational assistance allowances and increased participation will increase the expense of the veterans' educational assistance program under 38 U.S.C., chapter 34 and also under 31 and 35 as now covered in the amended S. 338.

In a sense, this is not a cost but a loan. As the subcommittee knows, the original GI bill education and training program turned out to be an unexpected bargain. Higher levels of education and higher earnings of veterans are returning taxes to the Government at a rate expected to repay the funds expended several times over in the course of their lifetime. According to the Department of Labor, an individual with a college degree will earn an estimated $541,000 in his lifetime.

In addition, some studies have suggested that as much as one-fourth of our growth in per capita income can be traced to increased schooling and as much as one-third to inventions and advances in knowledge.

Not too generally known, too, is the fact that there is some tendency for the sons of those of higher education and status to obtain more education. An extra year of schooling for the father means, on the average, an extra 0.3 to 0.4 of a year of education for the son. Thus, increased education increases opportunity and upward mobility.

Mr. Chairman, this concludes our statement. The American Legion appreciates the time given to receive our views.

Thank you very much.

Senator CRANSTON. Thank you very much. I deeply appreciate your appearance and your testimony.

Mr. Golembieski, I would like to ask you about a few matters.

First, I am not quite certain about the Legion's position on one matter. On pages 5 and 6 of your statement, you clearly support an increase in the allowance rate for the Vietnam veterans.

What is the position of the Legion to this being extended to all cold war veterans?

Mr. **Golembieski**. We have no objection to that. We have no objection if the Congress so wills to extend this benefit to those of other service periods.

Senator **Cranston**. I am pleased to note your statements on page 5 and, indeed, throughout your testimony, indicating the serious concern of the American Legion over the fact that participation in the GI bill is so very low.

You point out, also, that while 48 percent of all college students come from families in the top income quartile—only 7 percent come from families in the lowest income quartile. In view of this commitment and concern by the Legion, I would like to clear up your views with regard to S. 2631.

Apart from the question of the more appropriate agency or department to administer this program of grants, does the Legion oppose establishment of such a program?

In this regard, I would like to point out that the subcommittee has received substantial testimony from other witnesses who have appeared before us, incidating a very great need for special courses to prepare high school dropouts for a college education, and to provide tutorial and other remedial services for them during such education. This goes to the very point of the low percentage of people with that sort of a background getting a college education, despite the opportunity afforded generally to veterans.

Would you oppose this concept of the grants were to be administered by the Veterans' Administration?

Mr. **Golembieski**. No, sir; I do not believe we could. This would be a broadening, as I tried to point in the statement, of the opportunities that are available. We realize there are those who do need special attention, and this is one reason why we in a sense favor the broadening of the so-called refresher training program.

We feel that by broadening the refresher provisions to permit people to receive special tutoring, or special courses, without loss of benefits, would be a fine thing. But we would like to see it under jurisdiction of the Veterans' Administration.

Senator **Cranston**. Do you have any special programs, or do you plan to develop any, to reach representatives or members of so-called minority groups with regard to the opportunities available to them in view of the rather large rate of service now by members of so-called minority groups, even though they are not coming out rapidly? In the future they will. I wonder if you are giving thought to that particular problem.

Mr. **Golembieski**. First, Mr. Chairman, we do not like to segregate the veteran population. We like to look at the total readjustment and rehabilitation problems of war veterans as a whole.

We hope that by putting a great deal of flexibility into the program that we could provide a usefulness of the program to all veterans.

Now, with respect to reaching the veteran population, you may have heard, of course, that the American Legion is participating in the so-called Out-Reach effort, where each month we receive approximately 70,000 names and addresses of veterans being discharged.

Through our computer facilities in Indianapolis, we break these out into ZIP code blocks, and these are then sent to lower levels of the American Legion, such as at the post level, so that they may knock on doors and advise veterans of the benefits available to them, the benefits of the VA and the services of the American Legion in assisting them in making application for these.

Senator **Cranston**. I am not suggesting that we are in a segregated situation, but I do have concern about those who may need some special effort just to be informed of what opportunities are available.

You are well aware of Senator Yarborough's great concern about what he feels is a very inadequate program by the VA to inform veterans generally, and I refer to all veterans, of the opportunities they have. Do you have comments on that?

Mr. **Golembieski**. We have heard criticisms, and I know there may be individual failings, but this is difficult to understand when you consider that the VA has stationed 10 contact men in Vietnam at these centers where people are being—or personnel—are being oriented for return to the United States, and they have provided contact services either on a full-time or part-time basis at all the separation points of the Armed Forces.

In addition they have 57 veterans assistance centers established throughout the United States. The purpose of these is to pound on doors and ring door bells, particularly for the educationally disadvantaged, those who have had less than 1 year of college education.

Also, they reach into the military hospitals to provide counseling and assistance.

Senator **Cranston**. How do you account for the low rate of participation by veterans?

Mr. **Golembieski**. I think it is because the program is young. I think if we look at the World War II, the total participation by the time the program ended, which, as Senator Kennedy pointed out, came to 50 percent for the World War II veteran. We expect an increase in participation as the program progresses.

Then, too, there is a delay, as we brought out earlier in the testimony here, that a man does not immediately take advantage of the programs that are available. There may be a lapse of 6 or 9 months before he gets around to beginning to look at what his readjustment needs are, and perhaps does not get into the schools as quickly as he should.

Senator **Cranston**. We have had that testimony. I am interested in your comment on this, that if veterans do not turn to educational opportunities soon after release from the Armed Forces, they tend never to do it.

Some do, of course, but the figures show that the longer the time elapsed, the less likely they are to go back to school.

Mr. **Golembieski**. That would reflect the motivation he has toward a higher education, and this may be an area that needs more attention, to provide motivation. I think the increased rates would provided a suction factor that would bring more of these people into the educational program.

Senator **Cranston**. Do you have any comments on that Project Transition?

Mr. **Golembieski**. Unfortunately, it is not a program that comes under my surveillance. It comes more under our National Security Division.

I have reviewed the literature, and I have reviewed some of the programs in there. And to me it is a very worthwhile project.

Under this project you take those individuals who are disadvantaged from the occupational or vocational standpoint, and begin to direct them toward an objective 6 months before they leave service, by the cooperation of not only military, but also the industry.

One particular interesting program they are developing—and it has been on a pilot basis—is the law enforcement program.

Before the men are separated, they are taking interested individuals and putting them into law enforcement training. They, in turn, are then hired by the communities and the States.

Senator **Cranston**. It seems to me—and I would like your comments on this—that the Kennedy bill would help in this regard, quite apart from who makes the grants, in that it would provide opportunities for instruction at the bases, which would tend to get people still in the Armed Forces to thinking about education and getting involved in the processes prior to the time of their release, in the last 6 months of their service.

Does that make sense to you?

Mr. **Golembieski**. Yes; it does.

Senator **Cranston**. Thank you very, very much. I deeply appreciate your presence.

Our next witness is Dr. Archie L. McPherran, assistant chancellor for fiscal affairs, California Community Colleges.

STATEMENT OF DR. ARCHIE L. McPHERRAN, ASSISTANT CHANCELLOR FOR FISCAL AFFAIRS, CALIFORNIA COMMUNITY COLLEGES

Senator **Cranston**. We appreciate your coming across the country to give your advice to us. I would like also to state that California's community college system is as highly advanced as any in this Nation and is playing a major role in the undergraduate education in the framework of California's very fine master plan of higher education.

I understand that today five out of six college freshmen are attending a junior college in California.

We are delighted to hear your testimony.

Dr. **McPherran**. Mr. Chairman, it is my pleasure to be here today to present information regarding the California community (junior) colleges and the military veterans which they enroll.

We have a new board called the board of governors, and I think eventually the junior colleges will be known as "community colleges" in California.

The California community colleges are uniquely qualified to serve veterans, especially the non-high-school graduates. California public higher education operates on a tripartite basis, with the community colleges assigned a special role by the California master plan for higher education.

PUBLIC HIGHER EDUCATION IN CALIFORNIA

There are three segments of public higher education in California, each of which plays a special role in post-high-school education—the University of California, the State colleges, and the community (junior) colleges.

Some 89 community colleges are maintained by 68 districts and serve the entire State from Eureka and Week in the north to Chula Vista and Imperial in the south. Five additional community colleges are in process of organization.

The State colleges of California are located on 18 campuses from San Diego in the south to Arcata in the north. State colleges provide preparation for the teaching profession and provide training for all vocations that require a bachelor's degree. State colleges also grant the master's degree.

I might mention the ground was broken west of Bakersfield recently for the 19th State college.

The University of California has nine campuses, located at Berkeley, Davis, Irvine, Los Angeles, Riverside, San Diego, San Francisco, Santa Barbara, and Santa Cruz. The university is primarily the research-oriented segment of higher education in California, training students for the professions and granting doctoral degrees, which the State colleges cannot do.

ENROLLMENTS IN CALIFORNIA COMMUNITY COLLEGES

	Fall, 1967-68	Fall, 1968-69
Regular enrollments:		
Full time	217,028	238,394
Part time	383,741	427,096
Total	610,769	665,490
Veteran enrollments:		
All institutions	65,000	100,000
All higher education	39,000	60,000
Community colleges	25,000	38,000

I have indicated here in the statement 2 years, fall of 1967–68 and the fall of 1968–69.

In the fall of 1968–69, there were 238,394 full-time students, and 427,096 part-time students. Many of the part-time students attend at night.

The veterans enrollments by 2 years show that in the fall of 1967–68 and in 1968–69, the growth was from 65,000 to 100,000 in the entire State attending all kinds of institutions, and in all higher education in California, the growth was from 39,000 to 60,000.

In the junior colleges, enrollment grew from 25,000 to 38,000, and about two-thirds of all of those veterans attending higher education were in the junior colleges in California.

PURPOSES OF THE PUBLIC COMMUNITY COLLEGES

Under the law, California public community colleges have three principal purposes: (1) offering transfer courses; (2) providing vocational training; and (3) providing general education. Studies in these areas may lead to the granting of the degrees of associate in arts or associate in science, or to certificates of achievement.

TRANSFER COURSES

Transfer courses are similar and equivalent to the standard lower division (freshman and sophomore) offerings of the public and private universities. They enable the community college student to transfer without loss of credit, provided he has a satisfactory scholarship rating, and that would be a "C" on a 4-point scale. Every California public community college offers such courses.

VOCATIONAL TRAINING

Vocational training courses are given in occupations that require post high school courses but do not require a bachelor's degree, such as engineering technician or registered nurse. Many of them now, of course, have the registered nurse program. They receive the degree, but there is no higher education degree granted

Many community colleges offer certificates of achievement upon the satisfactory completion of occupational curriculums that require less than 2 years for completion. Apprenticeship training is also offered in a number of community colleges.

I might mention here that 40 percent of the enrollment in the junior colleges is enrolled in the occupational courses, so it does play a significant part in the total enrollment of the students in the junior colleges.

The various occupation-centered curriculums offered by the community college are shown in the attachment. The attachment shows all the occupational curriculums in the junior colleges.

(The document referred to follows:)

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Agriculture, Horticulture, and Forestry												
	Agri-Business	Agricultural Engineering Mechanics	Agricultural Inspection	Agricultural Laboratory Technology	Agricultural Management	Animal Science	Dairy Husbandry	Forestry and Natural Resources	Horticulture, Ornamental	Laboratory Animal Technology	Landscape Design and Contracting	Plant Science--Crop Production	Soil and Water Technology
American River	D							D	D				
Antelope Valley													
Bakersfield	D	D				D					D		
Barstow													
Cabrillo													
Cerritos													
Chabot													
Chaffey													
Citrus								D					
Coalinga	D	D				D	D					D	
Compton													
Contra Costa													
Cuesta													
Cypress													
De Anza													
Desert	D	D							D		D	D	
Diablo Valley													
East Los Angeles													
El Camino													
Foothill													
Fresno													
Fullerton					D								
Gavilan													
Glendale													
Golden West													
Grossmont													
Hancock (Allan)													
Hartnell	D				D	D						D	
Imperial Valley	B	B				B						B	B
Laney													
Lassen	D				D			D					
Long Beach City													
Los Angeles City													
Los Angeles Harbor													
Los Angeles Pierce	B				B	B	B		B	B		B	
L. A. Trade-Technical													
Los Angeles Valley													
Marin													
Merced													
Merritt									B				

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Agriculture, Horticulture, and Forestry (Continued)												
	Agri-Business	Agricultural Engineering Mechanics	Agricultural Inspection	Agricultural Laboratory Technology	Agricultural Management	Animal Science	Dairy Husbandry	Forestry and Natural Resources	Horticulture, Ornamental	Laboratory Animal Technology	Landscape Design and Contracting	Plant Science--Crop Production	Soil and Water Technology
MiraCosta	D		D								D		
Modesto	B	D		B	D	B	D	D	D		D	D	
Monterey Peninsula													
Moorpark						D						D	
Mt. San Antonio	D	D				D						D	
Mt. San Jacinto						B		B					
Napa									D				
Ohlone													
Orange Coast	D	D				D			D			D	
Palomar													
Palo Verde	B	B											
Pasadena City													
Porterville	B	D				D		D					
Redwoods	E							D					
Reedley	D	D			D	D			D			D	
Rio Hondo													
Riverside City													
Sacramento City													
San Bernardino Valley	B				B				B		B		
San Diego City													
San Diego Mesa									D				
San Diego Evening													
San Francisco	D								D		D		
San Joaquin Delta	D	D				D						D	
San Jose City													
San Mateo									E				
Santa Ana													
Santa Barbara City									E				
Santa Monica City													
Santa Rosa								D					
Sequoias	D	D				D	D		B			D	
Shasta	D				D			D	D				
Sierra					B			B	B				
Siskiyous	D							D					
Solano													
Southwestern													
Taft													
Ventura	B				B						B	B	
Victor Valley													
West Valley													
Yuba	D	D				D						D	

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Applied and Graphic Arts												
	Advertising and Commercial Art	Interior Design	Journalism	Music	Photography, Commercial	Publication and Printing	Public Relations	Tailoring	Technical Illustration	Technical Writing	TV and Radio Production	Theater Arts	Women's Clothing and Design and Millinery
American River		D											
Antelope Valley													
Bakersfield					D								
Barstow													
Cabrillo													
Cerritos													
Chabot	B												
Chaffey	D	B	D			D							
Citrus	B				D				D				
Coalinga													
Compton			D	B									
Contra Costa													
Cuesta													
Cypress													
De Anza					B								
Desert			D				D						
Diablo Valley													D
East Los Angeles	B		B		B							B	
El Camino	B		D	B					B				
Foothill	B				B				B	B			
Fresno													
Fullerton	D	D		D		D					D		
Gavilan													
Glendale	D		D		B				D			D	D
Golden West	D												
Grossmont					B				B			B	
Hancock (Allan)													
Hartnell													
Imperial Valley													
Laney					B	B							D
Lassen													
Long Beach City	B						B						B
Los Angeles City	B		B	B	B	E					B	B	
Los Angeles Harbor	B					B							
Los Angeles Pierce	B			B					B			B	
L.A. Trade-Technical	B					B			B				B
Los Angeles Valley	B		B	B							B	B	
Marin	B												
Merced													
Merritt													

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Applied and Graphic Arts (Continued)												
	Advertising and Commercial Art	Interior Design	Journalism	Music	Photography, Commercial	Publication and Printing	Public Relations	Tailoring	Technical Illustration	Technical Writing	TV and Radio Production	Theater Arts	Women's Clothing and Design and Millinery
MiraCosta													
Modesto	D		D			B					D	D	
Monterey Peninsula													
Moorpark													
Mt. San Antonio	D		D										
Mt. San Jacinto						B							
Napa					D								
Ohlone													
Orange Coast	D		D	D	D								
Palomar	B		B		B	B			B				
Palo Verde													
Pasadena City	B	D	B		D	D					D		B
Porterville													
Redwoods						E							
Reedley	D			D									
Rio Hondo	B												
Riverside City	B		B			B							
Sacramento City	D					D							
San Bernardino Valley											B		B
San Diego City	D				D	D			D		B	D	D
San Diego Mesa													
San Diego Evening										E	B		
San Francisco	D				D	D							
San Joaquin Delta	D		D		D	D			D			D	
San Jose City													
San Mateo	D	D											
Santa Ana													
Santa Barbara City					D	D							
Santa Monica City					B	B			B		D		B
Santa Rosa	D												
Sequoias													
Shasta	D										D		
Sierra													
Siskiyous													
Solano					D								
Southwestern	B												
Taft	D		D	D									
Ventura													
Victor Valley													
West Valley		D							B				
Yuba								D				B	

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Business and Office Occupations																					
	Accounting and Bookkeeping	Advertising	Banking and Finance	Business Data Processing	Business Management	Clerical Office Training	Food Service Supervisor	Food Store Management	Hotel and Restaurant Management	Insurance	Marketing and Merchandising	Materials Management	Medical-Dental Receptionist	Office Management	Personnel Management	Public Administration	Purchasing	Real Estate	Secretarial--General	Secretarial--Professional and Technical	Stewardess (Airline) Training	Trans. & Traffic Management
American River	B	D		B	E						D							E	D	D		
Antelope Valley				B	B													E	B	B		
Bakersfield	B			B	B	B		D			B							B	B			
Barstow						B					D							E	B			
Cabrillo	B			E		B					B							E	B	B		
Cerritos	B			B	B	B				B	B							B	B	B		
Chabot	B			B		B					E							E	B			E
Chaffey	B				B	D						D						E	B	B	D	
Citrus	B			B	D	B				D	D							D	D	D		
Coalinga	B			B		B													B	B		
Compton	B			B		B									B			E	B	B		
Contra Costa	B			B		B					D		D						B	D		
Cuesta	B				B													E	B			
Cypress	B				B	B					B								B		B	
De Anza	B			B						B							B	B				E
Desert																		E	B	B		
Diablo Valley	B			B		B			E		D							E	B			
East Los Angeles	B			B	B	B					B							B		B		
El Camino	B			B	B	B					B								B			
Foothill	B				E						B							B	B	B		E
Fresno	B			B	B	B				B	B							B	B	B		B
Fullerton	B			B	B	B	E			B	B						E	B	B	D		
Gavilan																			B			
Glendale	B		B	B	B	B				D	B							B	B	B	D	
Golden West	D					D		D			D								D			
Grossmont				B		B					B							B	B	B		
Hancock (Allan)				B	B	B					B								B			
Hartnell	B					B					B							B	B			
Imperial Valley	B				B	B					B								B			
Laney																						
Lassen	B					B													B			
Long Beach City	B			B	B	B		B		B	B				B			B	B	B	B	
Los Angeles City	B	B	B	B	B	B	B	B			B		B	B				B	E	B		B
Los Angeles Harbor	B				B	B					B							E	B			
Los Angeles Pierce					B										B			B	B	B		
L.A. Trade-Technical	B			E	B	[illegible]					E							E	B			E
Los Angeles Valley	B			B	B	B													B			
Marin	B			B	D	D				D	D							E	D		D	
Merced	B				[illegible]													E	B			
Merritt	B		D	B	B	D					B							B	D			E

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Business and Office Occupations (Continued)																					
	Accounting and Bookkeeping	Advertising	Banking and Finance	Business Data Processing	Business Management	Clerical Office Training	Food Service Supervisor	Food Store Management	Hotel and Restaurant Management	Insurance	Marketing and Merchandising	Materials Management	Medical-Dental Receptionist	Office Management	Personnel Management	Public Administration	Purchasing	Real Estate	Secretarial--General	Secretarial--Professional and Technical	Stewardess (Airline) Training	Trans. & Traffic Management
MiraCosta					D	D												E	D			
Modesto	B			B	B	B					B				E			E	B			
Monterey Peninsula	B			B		B					B								B			
Moorpark				B	B						B								B		D	
Mt. San Antonio	B			B		B					B							E	B	B	D	D
Mt. San Jacinto	B																	E	D			
Napa	B				B	B					B							B	B			
Ohlone	B			B							B							E	B			
Orange Coast	B			B		B		B	B	E	B						E	E	B		D	
Palomar	B				B	B					B							E	B	B		
Palo Verde				B		B					B								B			
Pasadena	B			B	B	B				E	D							E	B	D		
Porterville	B					B					B							E		B		
Redwoods	B			E	B						B							E	B	B		
Reedley	B				B	B													B	B		
Rio Hondo	B				B	B					B		B					E	B			
Riverside City	B			B	B	B					B							B		B		
Sacramento City	B			D	B	B					B							B	B	D		
San Bernardino Valley			B	B	B	B					B							B	B	B		
San Diego City	B			B	B	B					B							B	B	D		
San Diego Mesa	B				B	B					D		B						B	B		
San Diego Evening	B			B	B	B				E	B		B				E	B	B	B		E
San Francisco	D			D		D			D	D	D							D	D		D	D
San Joaquin Delta				D	D	D					D					E		E	D			
San Jose City	B			B		B				D	B							B	B			E
San Mateo											D											
Santa Ana	B			B		B				D	D							B	B		D	
Santa Barbara City					B	B				E	D		B					E	D			
Santa Monica City				B	B	B					B							B		B		
Santa Rosa	B				B	B				E	D					E		E	B			
Sequoias	B			B	D	D				D	D							B	D	D		
Shasta	D				D	D					D							E	D	D		
Sierra	B					B			B		B							E	B	B		
Siskiyous					D	B													D	D		
Solano															E			E				
Southwestern	B			B	B	B					B							B	B			
Taft	B				D														D			
Ventura	B			B	B	B												E	B			
Victor Valley				B	B													E		B		
West Valley																						
Yuba	B				B	B					B							B	D			

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Health Services														
	Dental Assisting	Dental Hygiene	Dental Technology	Dietitian Training	Inhalation Therapy	Medical Assisting	Medical Laboratory Technology	Medical Records Technology	Nurses' Aide	Nursing--Psychiatric	Nursing--Registered	Nursing--Vocational	Prosthetics--Orthotics	Supervision, Hospital	X-Ray Technology
American River															
Antelope Valley												D			
Bakersfield											D	D			
Barstow												D			
Cabrillo	B	B										D			B
Cerritos	B					B						D	D		
Chabot	D					D						D			
Chaffey	D										D	D		B	
Citrus	D					D						D			
Coalinga															
Compton											D	D			B
Contra Costa	D										D	D			
Cuesta										E	D				
Cypress															
De Anza						D					D	D			
Desert											D	D			
Diablo Valley	D	D	D									D			
East Los Angeles					B	B					D	D			
El Camino						B					D	D			D
Foothill	D	D			B										D
Fresno												D			
Fullerton	D			D		D		D			D	D			D
Gavilan															
Glendale												D			
Golden West															
Grossmont	B										D				
Hancock (Allan)	B					B						B			
Hartnell											D	D			
Imperial Valley												D			
Laney	D					D						D			
Lassen															
Long Beach City	D					D			D		D	D			
Los Angeles City	B		B								B				
Los Angeles Harbor											D	D			
Los Angeles Pierce															
L.A. Trade-Technical												B			
Los Angeles Valley											D	D			
Marin	D										D	D			
Merced	D											D			
Merritt									D		D				D

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Health Services (Continued)														
	Dental Assisting	Dental Hygiene	Dental Technology	Dietician Training	Inhalation Therapy	Medical Assisting	Medical Laboratory Technology	Medical Records Technology	Nurses' Aide	Nursing--Psychiatric	Nursing--Registered	Nursing--Vocational	Prosthetics--Orthotics	Supervision, Hospital	X-Ray Technology
MiraCosta												D			
Modesto	D					D					D	D			
Monterey Peninsula	D					D									
Moorpark															
Mt. San Antonio					B		D				D	B		E	
Mt. San Jacinto												D			
Napa												D			
Ohlone															
Orange Coast	D		D			D					D	D			D
Palomar						B									
Palo Verde															
Pasadena City	D		D			D					D	D			
Porterville												D			
Redwoods											D				
Reedley	D														
Rio Hondo	D											D			
Riverside City											D	D			
Sacramento City											D	D			
San Bernardino Valley						B				D	D	D			
San Diego City															
San Diego Mesa	D					D						D			D
San Diego Evening															
San Francisco	D		D			D					D				D
San Joaquin Delta											D	D			
San Jose City	D					D					D				D
San Mateo	D										D	D			
Santa Ana															
Santa Barbara City						B					D	D			D
Santa Monica City											D	D			
Santa Rosa	D					D			E		D	D		E	
Sequoias												D			
Shasta											D	D			
Sierra												B			
Siskiyous	D														
Solano												B			
Southwestern									D			D			
Taft															
Ventura											D	D			
Victor Valley															
West Valley				D											
Yuba												D			D

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Home Economics		Public and Personnel Service Occupations										
	Home Economics		Barber Service	Community Planning	Cosmetology	Fire Science	Library Assisting	Linguistic Receptionist Training	Nursery School Assistant	Police Science	Recreation Leadership	Social Service Aide	Teaching Assistant
American River	D					E					D		
Antelope Valley										B	B		
Bakersfield						B			D	B			
Barstow						E				E			
Cabrillo							E			B			E
Cerritos	B				B					B			
Chabot						B	E		B	B			
Chaffey	D					B				B			
Citrus							D						
Coalinga													
Compton						B			E	B			
Contra Costa						E				B			
Cuesta						E	B			B			
Cypress													
De Anza							B		D	B			
Desert										E			
Diablo Valley						E			B	D			
East Los Angeles	B					B				B		B	
El Camino	D				D				B	B			
Foothill							B				B		
Fresno						E				B			
Fullerton	D				D		B		D	B			
Gavilan					D		D			D			
Glendale									D	E			
Golden West											D	D	
Grossmont									B	B			
Hancock (Allan)						B			B	B			
Hartnell	B					E				B			
Imperial Valley										B	B		B
Laney	D				B								
Lassen										B			
Long Beach City	B		E							B			
Los Angeles City	B			B				B	B	B	B		
Los Angeles Harbor	B					B			B	B			B
Los Angeles Pierce											B		
L. A. Trade-Technical					B								
Los Angeles Valley	B					E			E	E			
Marin						B			D	B			
Merced							B			B			
Merritt				B					B	B	D	B	

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Home Economics (Continued)		Public and Personnel Service Occupations (Continued)										
	Home Economics		Barber Service	Community Planning	Cosmetology	Fire Science	Library Assisting	Linguistic Receptionist Training	Nursery School Assistant	Police Science	Recreation Leadership	Social Service Aide	Teaching Assistant
MiraCosta										E	D		
Modesto	D					E			D	B	D		
Monterey Peninsula										B			
Moorpark	B					B				B			
Mt. San Antonio	D					B	D		E	B			
Mt. San Jacinto									E	E			
Napa						B	B		B	B			
Ohlone										B			
Orange Coast	D				D		D			B			
Palomar						E	B				B		
Palo Verde										B			
Pasadena City	B			B	D	B	B		D	B			
Porterville													
Redwoods						E	E			B			
Reedley	D												
Rio Hondo						E	B		E	B	D	B	B
Riverside City	B				D				D	D			
Sacramento City					D				D	B			
San Bernardino Valley							E		B	B	B	B	
San Diego City					D	B				B	B		
San Diego Mesa	D										B		
San Diego Evening	E					B			E	B			
San Francisco						D	D			D			E
San Joaquin Delta	D									B			
San Jose City					D	E	E		D	D			
San Mateo	D				D	E				B			
Santa Ana						B	B				D		
Santa Barbara City						E	E			E			
Santa Monica City	B				D	E			B	E			
Santa Rosa	D					E			D	B			
Sequoias	B									B			
Shasta	D					D				D			
Sierra	B						E			B			
Siskiyous	D						D						
Solano					D	E			D	B			
Southwestern										B	B		
Taft	D						D						
Ventura	B					E	B			B			
Victor Valley						B				B			
West Valley									D				
Yuba	D					B				B			

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Technical																																	
	Aeronautics--Flight	Architectural Drafting	Ceramics Tech.--Industrial	Chemical Technology	Construction Technology	Drafting Technology	Electro-Mechanical Technology	Electronics--Communications	Electronics Technology	Electro-Photo-Optics	Engineering Technology: Civil	Engineering Tech.: Industrial	Fluid Power Technology	Geophysics Technology	Industrial Mgt. & Supervision	Industrial Technology	Instrumentation	Laboratory Technology	Manufacturing Technology	Marine Technology	Metallurgical Technology	Navigation	Nuclear Medicine Technology	Numerical Control	Opthalmic Optics	Optics	Petroleum Technology	Physical Science Technology	Plastics Technician	Quality Control	Radiological Technology	Sanitarian Technology	Science Data Processing	Tool Design Technology
American River						D		B	B		D				D															E				
Antelope Valley		B							B		B																							
Bakersfield						D			D		D							D																
Barstow						D			B		D				E																			
Cabrillo					B	B			B		B				E				B															
Cerritos		B				B	B		B		B				B				B		B			B										B
Chabot						B	B		B		B				E						B									E	E			
Chaffey		B		D		B			B						B															E				
Citrus						B			B		D				E									E		D		D						
Coalinga		D		D		D			D		D							D																
Compton									B		B																							B
Contra Costa		D		D					B		B	B			E																			
Cuesta						B			B		B				B																			
Cypress	B										B																							
De Anza	B					B									E									B						B			B	B
Desert		D				D		D			D				E				D															
Diablo Valley					D	D			D			D			E																			
East Los Angeles		B				B			B			B																						
El Camino		D			B	B		E	B									D			B										D			
Foothill	B					B			B	B					E															B				
Fresno	B	D				D			D		D					D																		
Fullerton					D	B			B		D					B		D		D	B			B										
Gavilan	D				D	D																												
Glendale	D	D				D			B						E			D																B
Golden West						D																												
Grossmont		B							B		B	B					B																	
Hancock (Allan)								B	B		B																	B						
Hartnell					B	B																												
Imperial Valley											B																							
Laney					D	B		D	B			E			E				B		B								E	E				
Lassen																																		
Long Beach City	B	B			B	B	B	B	B		B				B																			B
Los Angeles City		B			B				B		B				B								B		B						B			
Los Angeles Harbor		B		B		B	B		B		B		B		E		E		B									B						B
Los Angeles Pierce		B				B			B		B	B	B	B		B								E						B				B
L. A. Trade-Technical		B				B		B	B						E						B								B					
Los Angeles Valley						B			B		B				E													B					B	E
Marin			B			D			D		D																							
Merced						B			B		B																							
Merritt				D					B		B																							

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Technical (Continued)																																	
	Aeronautics--Flight	Architectural Drafting	Ceramics Tech.--Industrial	Chemical Technology	Construction Technology	Drafting Technology	Electro-Mechanical Technology	Electronics--Communications	Electronics Technology	Electro-Photo-Optics	Engineering Tech.: Civil	Engineering Tech.: Industrial	Fluid Power Technology	Geophysics Technology	Industrial Mgt. & Supervision	Industrial Technology	Instrumentation	Laboratory Technology	Manufacturing Technology	Marine Technology	Metallurgical Technology	Navigation	Nuclear Medicine Technology	Numerical Control	Opthalmic Optics	Optics	Petroleum Technology	Physical Science Technology	Plastics Technician	Quality Control	Radiological Technology	Sanitarian Technology	Science Data Processing	Tool Design Technology
MiraCosta	E					D																												
Modesto		D				D			B		D		B		E															D				
Monterey Peninsula		B							B		B																							
Moorpark		B							B		B																							
Mt. San Antonio	B					B		E	B		D		E		E						E									E				
Mt. San Jacinto															E																			
Napa						D									B																			
Ohlone	B					B			B						E																			
Orange Coast		D		D	D	B			B		D	D			E	E											D			D				
Palomar						B			B				E			E																		
Palo Verde																																		
Pasadena City		D		D	B	B			B		B				E		D																B	
Porterville						D																												
Redwoods	E				B	B			B													E								E				
Reedley						D			D		D																							
Rio Hondo		B		B		B			B		B				E															E				
Riverside City		B				D	B		B		B				B																			
Sacramento City		D				D			B		D	D																						
San Bernardino Valley	B	B			E	B			B						E																			
San Diego City	D					D			B		B							D		B								B						
San Diego Mesa	D	D			D			B	B		D																	B		B				
San Diego Evening								B	B		B				E					B								B		B				
San Francisco				D	D	D			D		D	D																						
San Joaquin Delta					D	D			D		D					D		D																
San Jose City						B			B		B							D																
San Mateo	D																																	
Santa Ana		B				B			D		B				B	B			D														B	B
Santa Barbara City	D								B											D														
Santa Monica City		B			B	B			B		B	B			E																			
Santa Rosa						D			B		D																							
Sequoias						B			B																									
Shasta						D			D		D																							
Sierra					B	B			B		B																							
Siskiyous		D									D																							
Solano															E																			
Southwestern		B				B			B		B													B										
Taft					D	B			B							D																		
Ventura		B							B		B				E																			B
Victor Valley				B					B		B																							
West Valley																																		
Yuba						B					B																							

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

	Trade and Industrial																													
California Community Colleges	Aircraft(Airframe,Powerplant)	Auto Body and Fender	Automotive Technology	Building Grounds Management	Building Trades	Cabinet and Millwork	Culinary Occupations	Dry Cleaning	Electrical Trades	Garment Manufacturing	Gunsmithing	Household Appliance & Repair	Industrial Safety	Machine Tool Technology	Mechanical Maintenance	Mechanics--Heavy Equipment	Metal Trades	Mining	Motorcycle Repair	Off. Mach. Repair & Servicing	Painting and Decorating	Paint Manufacturer	Radio and TV Repair	Refrig. & Air Conditioning	Ship Constr. and Repairing	Shoe Rebuilding	Street and Road Maintenance	Upholstering	Vending Machine Repair	Welding
American River		D					D			D						D							D							D
Antelope Valley			D																											
Bakersfield			D			D						D		D			D													B
Barstow																								E						B
Cabrillo															D								D							
Cerritos		B	B											B									B							B
Chabot			B				E							B																B
Chaffey	D		D				E																							
Citrus			B											B																
Coalinga			D																											
Compton			B		E									B																
Contra Costa		D	D				D		D			D											B							B
Cuesta			B														B													
Cypress																														
De Anza			B											B																
Desert			D													D	D													B
Diablo Valley																														
East Los Angeles																														
El Camino		B	B						B	D													E	B						B
Foothill																														
Fresno		B	B		D	D			D					B		D	D						B							B
Fullerton			D						D					D			D													
Gavilan	D																													
Glendale	D				D									D																
Golden West																														
Grossmont							B																							
Hancock (Allan)		B	B											B									B							
Hartnell		B	B		B	B			B					B		B							B							E
Imperial Valley			B																											
Laney	B	B	B		B		B	B	D	D				B		D				D				B		B		B		B
Lassen											D																			
Long Beach City	B	B	B		B	B	B		B	B				B		B	B				B		B	B	D					B
Los Angeles City																						B								
Los Angeles Harbor			B											B									B	B						
Los Angeles Pierce			B											B																B
L. A. Trade-Technical	B	B	B	B	B	B	B	B	B					B		B	B		B		B		B	B					B	B
Los Angeles Valley														E																B
Marin		D	D											D																
Merced			B		E																									
Merritt			D		D									B							D									B

Key: D, Day; E, Evening; B, Both Day and Evening

OCCUPATION-CENTERED CURRICULUMS OFFERED BY CALIFORNIA COMMUNITY COLLEGES

FALL, 1967

California Community Colleges	Trade and Industrial (Continued)																													
	Aircraft(Airframe,Powerplant)	Auto Body and Fender	Automotive Technology	Building Grounds Management	Building Trades	Cabinet and Millwork	Culinary Occupations	Dry Cleaning	Electrical Trades	Garment Manufacturing	Gunsmithing	Household Appliance & Repair	Industrial Safety	Machine Tool Technology	Mechanical Maintenance	Mechanics--Heavy Equipment	Metal Trades	Mining	Motorcycle Repair	Off. Mach. Repair & Servicing	Painting and Decorating	Paint Manufacturer	Radio and TV Repair	Refrig. & Air Conditioning	Ship Construction& Repairing	Shoe Rebuilding	Street and Road Maintenance	Upholstering	Vending Machine Repair	Welding
MiraCosta																														
Modesto		D	D						B					B									D							
Monterey Peninsula																														
Moorpark							D									B														
Mt. San Antonio	D				E									B																
Mt. San Jacinto		B	B																											
Napa							D							D																B
Ohlone																														
Orange Coast			D				B										B							D						
Palomar			B				E			E																				E
Palo Verde			B																											
Pasadena City			D				B							D																B
Porterville			B	D													B													
Redwoods			B									E				E	B										E			B
Reedley	D		B																											
Rio Hondo			D											D																B
Riverside City			B																											
Sacramento City	D		D														D													
San Bernardino Valley	B		B				E		B					B									B	B						
San Diego City	D	D	D			D			D				E	D		D								D						B
San Diego Mesa							D																							
San Diego Evening																														B
San Francisco							D		D																					
San Joaquin Delta			D						D					D																
San Jose City			D						D					B			D													E
San Mateo	B																													
Santa Ana		D	D													D														
Santa Barbara City			D		E				E					E			E													
Santa Monica City		B	B						B					B									E							B
Santa Rosa			D											D																
Sequoias			B		D												B													
Shasta			D		D									D		D														
Sierra			B															B												
Siskiyous			D																											
Solano			D		B	E								D			D								D					D
Southwestern																														
Taft			D			B								B																B
Ventura			D														D													D
Victor Valley					E																									
West Valley		B	D											D																B
Yuba		B	D											D																B

Key: D, Day; E, Evening; B, Both Day and Evening

Dr. McPherran. For example, there are 16 colleges offering flight training to students. Such courses would be available to veterans under the provisions of Senate bill 338. Courses in the areas of agriculture, horticulture, and forestry are offered by the following number of colleges:

Twenty-four colleges offer courses in agribusiness; 16 colleges offer courses in forestry and natural resources; 16 colleges offer courses in ornamental horticulture; 15 colleges offer courses in animal science; 14 colleges offer courses in plant science/crop production; 13 colleges offer courses in agricultural enginering mechanics; seven colleges offer courses in landscape design and contracting; four colleges offer courses in dairy husbandry; one college offers courses in agricultural inspection; one college offers courses in Agricultural laboratory technology; one college offers courses in laboratory animal technology; one college offers courses in soil and water technology.

I might mention here as an aside that there is a great variety of courses offered in the colleges. The newspapers last year ran an article on the unique courses offered in the junior colleges, and came up with gunsmithing in one college, prosthetics in one junior college, airline stewardess, dental hygiene, and in one case a junior college offering courses in shiploading and ship repair, and one having a contract with Pacific Southwest Airlines to train pilots.

It is apparent from the demands for courses that there are decreasing opportunities in farm operation (and little need in California, at least, for Senate bill 1998) and increasing opportunities in the areas of agribusiness, forestry, and nursery operation.

I realize this is in conflict with the testimony yesterday from C. W. Dalbey regarding on-the-farm training. There are more opportunities in the related courses or occupations related to agriculture rather than actual on-the-farm operation.

It is important, of course, for veterans to be counseled regarding the change in occupational opportunities.

I heard testimony yesterday stating that there is too much emphasis on college graduation. This is not the emphasis in the community colleges. It might be less than college graduation, and in most cases is. Only a small minority of students actually transfer to the 4-year colleges.

GENERAL EDUCATION

Courses in general education are designed to enlarge the student's cultural horizon and expand his knoweldge of our society so as to enable him to participate more effectively in civic affairs.

Many who enroll in these courses do not complete an occupational course or transfer, but take a year or so of training and benefit as a result of such courses.

Auxiliary purposes:

To carry out their three main purposes—providing transfer courses, vocational training, and general education—community colleges have established two auxiliary services.

The provision of counseling and guidance is most important. Many students come to college with unrealistic aims, or with personal problems. Community colleges feel it is one of their functions to provide counseling that will help such students.

I might mention here that when students first enroll in junior colleges, most of them plan to be transfer students, and, of course, this has some relationship to social pressures. The students indicate that they plan to go on to complete a degree. But through meeting academic, aptitude, and personal problems in the college, and through counseling realize the fact that it might be better to transfer to an occupational course or to take some kind of a terminal program. This process is, of course, one of the benefits in having students in a junior college.

I might mention the fact that remedial or developmental courses offered by the colleges that prepare students to meet the requirements of their major goals is the second type of auxiliary service. These courses, necessarily of a fundamental type, do not provide graded credit.

The community colleges take pride in the individual attention given to students through their programs of counseling and remedial instruction. They take pride, too, in the fact that these "second chance" institutions are instrumental in students successfully completing a 4-year college program, or in becoming a skilled technician.

It is my firm belief that the community colleges are ideally suited to offer an opportunity for the veteran non-high-school graduate and for the veteran who needs a second chance after a poor high school record. It has been amply documented that the added maturity of the military veteran greatly enhances his chances for academic success.

I might mention that one of our State senators in California is a real champion of junior colleges. He is a veterinarian by profession, and perhaps Senator Cranston knows him.

Senator CRANSTON. Senator Stiern.

Dr. MCPHERRAN. On many occasions he has indicated he could not have gone on for training as a veterinarian if it had not been for the junior college.

ADMISSION TO COMMUNITY COLLEGES

Admission requirements:

High school graduates—All high school graduates are admitted to a public community college in California, provided they register and matriculate when required.

We do have several bills in the Legislature of California to provide funds to take care of the economically disadvantaged students, to provide programs and services for them that would be very similar to those proposed by Senate bill 2361 in getting them ready to successfully complete a program.

The junior college is the only segment that is required to accept all high school graduates.

Non-high-school graduates—Non-high-school graduates over 18 years of age who, in the opinion of the administration, would benefit from the instruction given may be admitted—and in most cases are by general rule.

Apprentices—Apprentices over 16 years of age who, in the opinion of the administration, would benefit from the instruction given may be admitted.

High school students—High school juniors and seniors, upon the recommendation of their principal and with the consent of the college president, may be enrolled as part-time students. Only college credit is granted for work in academic college courses taken by high school students. However, students in the 11 and 12 grades may take vocational courses offered by the community college for high school credit.

Of course, it means that the high school does not have to build up a large vocational program on its own campus.

The least academically able attend the community colleges, since only the upper 12½ percent of high school graduates are eligible to attend the universities and only the upper one-third are eligible to attend the State colleges. A large number of students who are eligible, however, elect to attend a community college—due to preference, personal reasons, or economic circumstances.

I might mention that a national magazine, the June 20 issue, quoted the admission officer at UCLA, in talking about returning veterans, as saying that the veterans with poor records will not get in. It means they will have to look to the State colleges and most likely the junior colleges in California to be accepted.

The universities and State colleges do have a 2-percent rule in California for exceptions to be exercised at the discretion of the administration to accept students. They have accepted economically disadvantaged students under the 2-percent rule.

There has been some discussion on increasing the 2 percent to 3 or 4 percent for exceptions to the eligibility requirements.

Senator **Cranston**. Are there any requirements other than being a high school graduate for admission to the community college?

Dr. **McPherran**. No, this is open door to all high school graduates. If they are 18 or over, they may be accepted, and as a general rule are accepted, into the junior colleges.

Senator **Cranston**. What are the exceptions? You say "may be."

Dr. **McPherran**. The law says it is up to the governing board to determine whether the student would profit from such an attendance. So as a general rule they are accepted.

Senator **Cranston**. How would you determine if they would not profit?

Dr. **McPherran**. I think this is where the difficulty lies. I think it is pretty well accepted that all 18-year-olds will be accepted in practice.

Senator **Cranston**. Thank you.

Dr. **McPherran**. It is a well-established fact that mature young men and women will not return to high school to complete work for graduation. According to figures cited by Senator Kennedy, 18,000 veterans are discharged each month who have not completed high school. Of this number over 15,000 do not make plans to do so. In California, such veterans over 18 years of age are eligible to enter community colleges.

Putting it another way, only 3,000 do plan to go back to graduate from high school.

I was quite curious on how California compares when I read these figures, wondering whether we have a better record or not.

TUITION AND OTHER COSTS

Tuition for California residents:

No tuition charge is made in California community colleges to:

California residents who take 11 or more class-hours a week.

Minors who are California residents, irrespective of the number of units taken.

Enrolled apprentices.

However, resident students over 21 years of age who are taking 10 or fewer class-hours a week ("defined adults") may be charged tuition for the classes taken, but again in practice, very few districts do charge for so-called adult courses. If they are over 21 taking over 10 hours, there is no tuition charged by law. I think in practice, out of 68 districts, only half a dozen do charge for adult courses.

TUITION FOR NONRESIDENTS OF CALIFORNIA

Students from other States.—Students from other States must pay tuition amounting to the current cost of instruction less basic State and Federal apportionments. The governing body for community colleges determines, before January 1 each year, the amount of tuition for the next school year. For 1969–70, the amount of tuition will be $13 per unit, up to a maximum of $390 for the academic year.

Nonresident students who are taking six units or less per semester may be exempted from all or part of the tuition charge by the local college governing board. And many do exempt such students.

Military personnel.—Military personnel and dependents of military personnel who are nonresidents pay the nonresident tuition unless all or part is exempted by the local college governing board.

I think it is apparent that the local governing boards do have a lot of authority in terms of the operation of local districts and colleges.

Foreign students.—Foreign students pay the nonresident tuition unless all or part is exempted by the local college governing board.

ADMINISTRATION OF THE COMMUNITY COLLEGE

State board of governors: Legislation enacted in 1967—and, by the way, carried by Senator Stiern—provided for the establishment of a 15-member board of governors of the California community colleges to succeed to the duties, powers, purposes, responsibilities, and jurisdiction of the State board of education on July 1, 1968. The board is appointed by the Governor with the advice and consent of two-thirds of the Senate. The term of office is 4 years.

Local governing board: The 68 community college districts are locally administered by boards of trustees elected by the voters of the district. Under education code provisions, boards of trustees may adopt such rules and regulations as may be necessary to enable the board to carry out responsibilities imposed upon them by statute.

PROBLEMS OF VETERANS ENROLLED IN COMMUNITY COLLEGES

Academic problems: Many veterans come to the community colleges with a poor high school academic record and, consequently, need extensive counseling and remedial help to succeed. The problem is compounded by the fact that they have been out of school for a period of time and need time to adjust to the academic atmosphere and routine.

The academic problem of the veteran is somewhat offset by the fact that he is generally more mature, often married, has a goal and possesses the motivation to succeed.

Economic problems: Most veterans are in a severe economic squeeze due to inflation. The $130 per month paid the single veteran, or the $155 per month paid the married veteran, is not adequate to cover living costs, college costs, and personal expenses. He has the possibility, of course, of working part time, and a large number of them do so. It usually means that he has to reduce his college class load. If he reduces his class load below 14 semester or quarter units, his veteran's allowance is reduced. A corollary problem is that part-time jobs taken by veterans reduce the usually limited number of such jobs available to other students within the college community.

PROBLEMS OF THE COMMUNITY COLLEGES

Enrollment growth: Enrollment in the California community colleges normally increases about 10 percent each year. It is anticipated that the increased enrollment of veterans will increase the percentage of growth; 13,000 more veterans were enrolled last year than the previous year, and an additional increase is expected for the 1969-70 academic year.

Inadequate services: There is a wide range in the financial ability of the community colleges to provide the caliber of counseling service and remedial programs required by many of the veterans, as well as other students. The pressure of increased costs in other areas of operation has prevented many of the colleges from increasing these services to keep pace with the rapidly increasing enrollments.

If these veterans do lack a high school diploma, do have a poor high school record, they do need not only personal attention, but a great amount of counseling on the part of the college, which may not be there if the college is unable to meet this demand due to lack of resources.

Inadequate service personnel: For the same reasons as cited above, community colleges have been unable to employ additional counselors and teachers of remedial programs in sufficient numbers to meet fully the special needs of veterans and other students who are enrolled in the colleges. This problem will not be solved until additional State and/or Federal funds are available to the community colleges. The provisions of Senate bill 2361 are definitely needed to resolve the problems faced by the community colleges in adequately serving military veterans.

I would like to stress that point, that we favor 2361. We feel it is ideally suited for the junior colleges in terms of meeting the needs of the veteran, especially the veterans without a high school diploma.

I might mention in terms of the disadvantaged, we have several bills in the California Legislature, one that was introduced early being senate bill 164, which calls for $10 million to do much the same kind of thing for the economically disadvantaged.

I will be happy to answer questions about the junior colleges or the bills before you.

Senator CRANSTON. Thank you very much for your carefully prepared and well thought out testimony.

How many other States have a comparable open opportunity for higher education?

Dr. MCPHERRAN. I think most of the States do charge tuition for junior colleges. Many States talk about three-part costs, one-third borne by the student, one-third by the State, and one-third by the local district.

Senator CRANSTON. Do they have the similar situation in regard to availability to all 18 and over who graduated from high school?

Dr. MCPHERRAN. Yes; most of them do. I am not familiar with all of the States, but Florida, for example, has a program to have a junior college within commuting distance of every student in the State.

Senator CRANSTON. Do you have figures indicating what percentage of veterans in California are taking advantage of present opportunities?

Dr. MCPHERRAN. Just the figures I indicated here, but I don't have the total that were discharged. I have the total attending all kinds of institutions and the number attending junior colleges, but no breakdown in terms of total that are eligible and those participating.

Senator CRANSTON. Do you think you could help us work up such figures, because I have a hunch that we would find there is a far higher percentage in California taking advantage of this.

Dr. MCPHERRAN. I will see what I can find for you.

Senator CRANSTON. I would appreciate it if you can do that as rapidly as you could for the record.

(The information referred to follows:)

CALIFORNIA VETERANS STATISTICS RE EDUCATION AND TRAINING

There were approximately 285,000 veterans in California eligible for educational and training benefits during the 1968-69 academic year. Of this number, approximately 100,000 veterans, or 35 percent, were enrolled in some kind of educational or training program; 60,000 of the 100,000 veterans were enrolled in an institution of higher education; and 38,000 of the 60,000 veterans enrolled in institutions of higher education were enrolled in Community Colleges.

In discussions with persons maintaining data on veterans, I was told that the 35 percent participation in California was higher than most of the other states. Perhaps the Veterans Administration could provide more exact data on the percentage of participation on a state by state basis.

Senator CRANSTON. Focusing for a moment on the table in your prepared statement, do you have figures showing how many students in the various categories went on to other institutions of higher learning, and how many received baccalaureate degrees?

Dr. MCPHERRAN. We have difficulty in the way in which people interpret these figures. There is some thought that unless students go on, they are failures.

Many students do not have this goal in mind when they first enroll. Others enroll as transfer students and change their goals. Some plan to attend a year, take some courses, and may intend to complete a program of less than 4 years' duration, and so do not transfer for very good reasons. Such students are not necessary failures, but we do have this problem to contend with, that somehow or other some people feel if students are not retained all the way through a 4-year program that the junior colleges are not doing the proper job.

Senator Cranston. You do not have those figures?

Dr. McPherran. No, I do not, but it is a small percentage of those attending.

Senator Cranston. You probably couldn't produce such figures, either?

Dr. McPherran. Perhaps we could.

(The following information was subsequently supplied for the record:)

ENROLLMENT IN PUBLIC SEGMENTS OF HIGHER EDUCATION IN CALIFORNIA

Our data shows that enrollment is distributed among the three public segments of higher education as follows: University of California, 8.5 percent; California State College, 18.5 percent; California Community College, 73 percent.

Some indication as to the number of students who transfer to the public four-year institutions can be gained by knowing that during the 1967–68 academic year, 10,000 students in the University of California system and 18,000 students in the state colleges were transfers from the Community Colleges.

Follow-up data on Community College students shows that approximately 20 percent eventually transfer to a four-year college or university, and about 80 percent of the students who transfer complete requirements for a degree.

Senator Cranston. Could you provide for the record the breakdown between full-time and part-time veteran enrollment?

Dr. McPherran. I understand from the investigation I did prior to preparing the statement that most have been enrolled for the full course, but with increasing pressure on them in terms of economics, they are cutting down their loads.

In other words, originally they were enrolled for the 14 units, but more and more they are cutting down the load and taking part-time jobs, and, as a consequence, of course, the veterans' benefits are reduced. Several have appealed to me to indicate that perhaps it ought to be reduced—in other words, the 14-hour unit requirement ought to be reduced to something like 12 or less.

Senator Cranston. In connection with the effort to calculate what percentage of veterans are taking advantage of the opportunities open to them, would you be able to indicate how many veterans are residents and how many are nonresidents of California?

Dr. McPherran. I think probably during the academic year it would be very easy to get the information. We would have to survey the districts, but at this time of the year it might be more difficult, because many people are gone from the campuses.

Senator Cranston. What is the resident requirement with regard to admission to the community colleges?

Dr. McPherran. They must be in the State for 1 full year, and they must be emancipated minors or have reached their majority before being able to establish residence in the State.

If they are dependent minors, they retain the residence of the parent, regardless of how long the minor might have been in the State.

Senator Cranston. I would appreciate it if you would in some way try to calculate the difference between residents and nonresidents, because otherwise these figures will not be as useful.

(The information referred to, subsequently supplied, follows:)

RESIDENT VS. NONRESIDENT STUDENTS IN CALIFORNIA

During the 1968–69 academic year, there were 429,000 students in average daily attendance in the 89 Community Colleges. Only 9,000, or 2 percent, of these students were nonresident students.

Based on these figures, it is estimated that of the total of 38,000 veterans attending the Community Colleges in 1968–69, approximately 37,200 of them were residents of California and 800 were nonresidents.

Senator CRANSTON. Could you explain what veteran enrollment in "all institutions" refers to?

Dr. MCPHERRAN. Yes; it includes all categories of schools, including various trade schools in the State. It includes all approved institutions, schools, trade schools, and the like, whereas "all higher education" means all public and private colleges, including the junior colleges.

Senator CRANSTON. Getting back for a moment to that matter of deciding who could benefit from the education, have any standards for calculating this been established?

Dr. MCPHERRAN. No; this is left to the local governing board, and generally delegated to the administration to determine whether the person should be admitted.

Senator CRANSTON. Do you have any figures showing who was turned down and what categories they would fit into?

Dr. MCPHERRAN. I don't, but I would estimate that there are very few who are refused admission. If they are, there probably is another basis other than the fact they do not have a high-school diploma.

Senator CRANSTON. On page 6 of your testimony, you describe tuition charges for resident students over 21 years of age taking 10 or less hours per week. At what tuition rate are they charged? And do you know what proportion of the veteran enrollment fits into that category?

Dr. MCPHERRAN. There is no tuition charge for any resident minor students in California.

If they are 21 years of age or older, they must take more than 10 units or they can be charged tuition.

Senator CRANSTON. At what rate would that be?

Dr. MCPHERRAN. It can be no more than the cost of operating that course or those courses.

The reason for this option to the district is that the State pays less money to the district for so-called defined adult courses, and this allows them, then, to pick up additional money. At least this option is open to the district.

Senator CRANSTON. You make a useful, and I think important, point at the bottom of page 8 in describing the somewhat vicious financial cycle in which the veteran is caught. This, as you point out, may force him to reduce his class load in order to devote more time to earning money, and thereby may be required to reduce his semester-hour load to below 14.

This points to the need for substantial increases in the allowance rates.

You also feel that the 14-unit requirement should be altered?

Dr. MCPHERRAN. In discussing this with the financial aid officers at a number of colleges, it was indicated that 12 units is generally regarded as a full load, in California. Fourteen units is in excess of that, and, in most cases, if the veteran works at all, he then must reduce his class load below the 14 and thereby lose some veterans benefits.

Senator CRANSTON. Could you give us a more detailed statement on what is considered "full time"?

Dr. MCPHERRAN. Yes, I certainly will.

(The information referred to follows:)

FULL-TIME VS. PART-TIME STUDENTS IN CALIFORNIA

Students enrolled in the California Community Colleges are classified as full-time students if they are carrying a class load which provides twelve semester or quarter units of credit or more. All students enrolled for less than twelve units of credit are classified as part-time students.

THE CALIFORNIA COMMUNITY COLLEGES,
August 14, 1969.

HON. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs,
U.S. Senate,
Washington, D.C.

(Attention of Jonathan Steinberg).

DEAR SENATOR CRANSTON: In response to your request, I sent results of a survey of 89 California Community Colleges requesting information on the number of semester hours veterans were enrolled for during the Spring Semester, 1969.

Responses were received from 60 Community Colleges and provided the following information:

Number of veterans enrolled for 14 hours or more	16, 819
Number of veterans enrolled for 13 hours	1, 375
Number of veterans enrolled for 12 hours	4, 729
Number of veterans enrolled for less than 12 hours	14, 190
Total	37, 113

We hope that this information will be helpful to you in the support of S. 2506.

Best wishes and regards.

Sincerely,

ARCHIE L. MCPHERRAN,
Assistant Chancellor, Fiscal Affairs.

Senator CRANSTON. Regarding S. 2361, in order to give us an estimate of what might be an applicant college's need, would you estimate what amount of funds you believe you would need to provide additional special services for veterans?

Dr. MCPHERRAN. Yes. We have done the same thing for economically disadvantaged. We could do the same thing for special services for veterans.

(The information referred to follows:)

ESTIMATE OF AMOUNT NEEDED FOR ADDITIONAL SPECIAL SERVICES FOR VETERANS

Our best estimate is that the additional cost of providing special programs and services for veterans who are not high school graduates would be $400 per veteran during the 1969–70 academic year. It is estimated that this cost would increase $25 each succeeding academic year.

The additional cost of providing special programs and services for veterans who are high school graduates would be $200 per veteran during the 1969–70 academic year. It is estimated that the cost would increase $12.50 per veteran each succeeding academic year.

Senator CRANSTON. Do you have any figure in mind?

Dr. **McPherran.** Generally, it runs half again as much. The cost next year per student will be about $800, so that would mean about $1,200 for the academic year for veterans who are non-high-school graduates.

Senator **Cranston.** I gather you are anticipating an enrollment of something like 51,000 veterans in all the 89 colleges next year.

How many special counselors do you feel are needed to handle that veteran population?

Dr. **McPherran.** I would hesitate to give an answer without more study on that, but I will supply it.

(The information referred to was subsequently supplied.)

NUMBER OF SPECIAL COUNSELORS NEEDED BY CALIFORNIA COMMUNITY COLLEGES

The California Community Colleges would require 200 special counselors to provide service for 51,000 veterans based on a ratio of one counselor for each 250 veterans.

Senator **Cranston.** What type of remedial and tutorial courses and other special programs would you envision?

Dr. **McPherran.** Many of the colleges have quite elaborate programs, and I think probably it is best to talk to people who work in that area to come up with figures on what it costs in the colleges to provide the services.

Senator **Cranston.** If you could do that, also, it would be helpful.

(The information referred to follows:)

NEEDED SPECIAL PROGRAMS IN CALIFORNIA COMMUNITY COLLEGES

I envision as one of the primary requirements the kind of testing and evaluation program that would provide a complete profile of the academic strengths and weaknesses of a veteran. Such a testing and evaluation program would provide a profile, which, in many cases, would indicate one or more weaknesses in such basic skill areas as reading, English, mathematics, and speech.

The remedial programs for reading and speech should include remedial classes, laboratory exercise, and individual tutoring. The remedial programs for English and mathematics should include class work and individual tutoring, with the laboratory practice involving the use of teaching machines or programmed courses.

It is essential that the remedial and tutorial programs in English, reading, mathematics, and speech be closely coordinated with the counseling program of the college, because the veterans stated occupational or academic goal must be weighed in terms of his strengths and weaknesses and the progress he makes in resolving his academic weaknesses.

Senator **Cranston.** You didn't discuss the provisions of S. 2361, dealing with the high school dropouts, helping them to begin a college curriculum. Would there be a place for such courses in the community college?

Dr. **McPherran.** Yes. That is the reason I didn't speak to that in addition to what I have here, the fact that I felt they could be enrolled in the community colleges and the services provided to them there.

There is great reluctance on the part of these mature people to go back to high schools. We also have in California what we call continuation schools. There is a law requiring all those who drop out of high school to remain in some school until he or she is 18 years old.

They have had some success, but there is reluctance to stay in so-called high schools. There is more likelihood of retaining them in community colleges.

Senator **Cranston**. Do you see a problem in this Nation of segregating veterans into special courses that are looked upon as slow-learner groups?

Dr. **McPherran**. No, I don't see any special problem. We have had very successful programs with the economically disadvantaged. The problem there has been the fact that the expectation level has been raised, and then many times the college did not have the funds to carry through on the program.

The difficulty with most of these programs is, if you are very successful, then, of course, you create additional demand, and many times this outruns your resources.

If you are not successful, then, of course, you do not generate the increased demand. But if you are very successful, you create financial problems.

Senator **Cranston**. You heard the discussion yesterday and again today of some of the special problems relating to veterans coming from so-called minority groups.

Do you have any comments on that?

Dr. **McPherran**. I think that really these two programs are somewhat related, because the problem for many of these students is the poor high school record, but I realize that the economically disadvantaged have additional problems that must be resolved. But I don't see that the programs are in conflict at all.

I think if you have the kind of programs and services to bring both categories of students up to where they need to be academically to succeed in college that they can be compatible.

Senator **Cranston**. Thank you very much. You have been a very helpful witness to us, and I appreciate your coming all the way across the country.

Dr. **McPherran**. Thank you.

Senator **Cranston**. Our next witness is Mr. Williams Flaherty, assistant national director of legislation, disabled veterans.

I understand you are representing Mr. Huber today. I understand he is under the weather. Please convey our regrets to him.

STATEMENT OF WILLIAM J. FLAHERTY, ASSISTANT NATIONAL DIRECTOR OF LEGISLATION, DISABLED AMERICAN VETERANS; ACCOMPANIED BY WILLIAM GARDINER, ASSISTANT DIRECTOR FOR LEGISLATIVE RESEARCH

Mr. **Flaherty**. I am William J. Flaherty, assistant national director for legislative research.

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to appear today and express the views of the Disabled American Veterans on the educational and training bills now before you for consideration.

I wish to begin my statement by recalling that the Disabled American Veterans has consistently maintained as a basic policy that the Government has a paramount obligation to provide veterans benefits, including education and vocational training, to those men and women who incur disabilities in the defense of our country.

The DAV has learned by long experience that the education and training programs administered by the Veterans' Administration are indispensable ingredients in the rehabilitation process, after a serviceman's return to civil life. I am pleased to assure you that we appreciate the wholehearted support given our views in this respect by the members of this distinguished subcommittee.

Mr. Chairman, I would like to take this opportunity to express on the behalf of the DAV our heartiest congratulations on your appointment to chair this subcommittee.

Senator **CRANSTON**. Thank you very much.

Mr. **FLAHERTY**. It is our wish that you will enjoy many years of productive leadership on this important panel.

Past experience has clearly demonstrated that Federal expenditures for the education and training of disabled veterans under the vocational rehabilitation program and for able-bodied veterans under the GI bill, have been both sound and rewarding. Money spent in this connection has been an extremely wise investment in the future of America.

The bills which you are considering today would increase the educational opportunities for this Nation's veterans by providing a more meaningful level of assistance and by liberalizing the eligibility requirements for certain existing programs. They would make opportunities for self-improvement and educational advancement available to Vietnam veterans who are seeking to resume the normal pursuits of civilian living.

H.R. 6808

One of the pending measures is H.R. 6808, the Veterans Educational Amendments of 1969, which was approved by the House of Representatives on May 19, 1969.

Section 5 of the bill would eliminate the existing statutory provision which bars educational assistance payments to an eligible person who is pursuing a program of education paid for by the United States under any provision of law, where the payments would constitute a duplication of benefits paid from the Federal Treasury.

The bar against duplication of benefits would remain in effect for:

(1) Any person on active duty with the Armed Forces whose training costs are being paid by the Federal Government, and

(2) Any person who is attending a course of education paid for under the Government Employees Training Act and whose full salary is being paid to him while so training.

Enactment of this provision would serve to discharge a longstanding legislative resolution adopted consistently by the DAV national conventions.

As you know, the aggregate period for which a veteran may receive assistance under chapter 34, title 38, United States Code (Veterans Education Assistance Act), and chapter 35 (War Orphans Educational Assistance Act) is restricted to 48 months. Removing this restriction, which the bill proposes to do, would proivde the opportunity for an eligible veteran to receive full entitlement to benefits under chapter 34 and also the maximum benefits to which he may be entitled under chapter 35.

Entitlement to war orphans educational assistance is based upon the military service of a parent who gave his life or who became permanently or totally disabled as a result of active duty in the

Armed Forces. Entitlement to veterans educational assistance is an earned right granted by the Congress in recognition of a veteran's performance of military service during national emergencies.

It is our feeling that the extension of maximum benefits to a veteran under both chapters is fair and equitable, that it cannot in any sense be construed as a duplication of benefits, and that the benefits are separate and totally unrelated and should be so recognized.

Section 3 of the bill also has a special interest for the DAV since it involves a change in the war orphans and widows educational assistance program. It would liberalize the time limits within which an eligible person may use entitlement to educational benefits as a child, wife, or widow of a service-connected, totally disabled or deceased veteran. It would assure that these beneficiaries receive a full period of educational eligibility.

We believe that these proposals deserve the sympathetic support of the subcommittee, and we urge their approval.

Another of the pending bills, S. 338, proposes to amend section 1677 of title 38, United States Code, relating to flight training. It would also amend section 1682 of the title to increase the rates of educational assistance allowance paid to veterans under that section.

Section 1 of the bill would delete certain restrictions now imposed in connection with the approval of courses of flight training and substitute a more liberal provision authorizing the Administrator to approve such courses when flight training is generally accepted as ancillary to the pursuit of a vocational endeavor other than aviation.

Section 1677 of title 38, United States Code, would be further amended to authorize the Administrator of Veterans' Affairs to make direct loans to veterans to pursue a flight training program leading to a private pilot's license.

Under present law, flight training may be approved only when it leads to a recognized vocational objective in the field of aviation. This seems to be a severely limiting restriction, as there are many veterans who could use such training in pursuit of their careers in occupations outside of the field of aviation.

Furthermore, the cost of training necessary to qualify for a private pilot's license is so expensive that many veterans who desire to take advantage of the flight training program are unable to do so. The loan provision proposed in S. 338 would be of material assistance to these veterans who cannot now afford to pursue this type of training.

Section 2 of the bill would amend section 1682(a) of title 38, to provide a much-needed and well-deserved across-the-board increase of approximately 46 percent in the monthly educational allowance payable to veterans who are enrolled in a program of education or training under chapter 34.

The bill would, for example, authorize an increase of $60 per month for full-time institutional training, $45 per month for three-quarter time training, and $30 per month for half-time institutional training. A $50 monthly increase would also be provided for those veterans enrolled in a cooperative program.

Mr. Chairman, the DAV was very pleased, when on the first day of the current hearings you announced that you were joining with Senator Yarborough in sponsoring an amendment to the bill which will provide the same across-the-board increases of approximately 46 percent in the vocational rehabilitation subsistance allowances for disabled veterans training under chapter 31; in the on-the-farm, apprenticeship and other on-the -job programs; and in the war orphans and widows educational and training allowances under chapter 35.

We commend the sponsors of the amendment and urge its adoption. The need for increases in the subsistence allowances under all veterans educational programs has been clearly demonstrated.

In the past several years, educational costs have risen dramatically, and it is expected that the expenses will continue to rise. As a result, the current allowances are totally inadequate to meet the ever-increasing costs of education and training.

According to the latest available figures, the average cost of tuition, fees, room and board for full-time resident students in 4-year colleges or universities has risen approximately 46 percent since the veterans educational assistance allowances were last increased on October 1, 1967. The deficiency between the subsistence allowance for veterans training under the vocational rehabilitation program and the cost of present-day education is even greater, inasmuch as these rates have not been increased since October 1, 1965.

We believe that the exorbitant rise in both the cost of living and education offers ample justification for the increases proposed in this bill, and we urge the early adoption of these increases.

S. 1998 would amend section 1682(d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program.

The bill, supported by the DAV in accordance with a mandate adopted by our most recent national convention, would eliminate the present requirement that a veteran must enroll for at least 12 clock-hours of classroom instruction per week in order to qualify for full-time training in a farm cooperative program.

Under terms of the bill, an agricultural worker enrolling for veterans educational assistance benefits would be required to attend classes for a minimum 200 hours per year. A further provision requires that he receive at least 8 hours of classroom instruction during each month of participation in the educational program.

Approval of this legislation, Mr. Chairman, would make it possible for qualified veterans to enroll in the farm cooperative program. The veterans we are referring to here are those who now find that the required 12 hours of institutional courses, combined with their farmwork, is too difficult to undertake.

Also pending before your committee, Mr. Chairman, is S. 2036, to provide educational assistance to veterans attending elementary school.

This bill addresses itself to the plight of some 129,000 veterans who have been discharged from service during the post-Korean conflict period. They have less than an eighth-grade education, and are not eligible for formal education benefits under the cold war GI bill as it is presently written.

Enactment of S. 2036 would correct this deficiency by permitting these veterans to complete their elementary and secondary school educations without losing eligibility for training in an institution of higher learning.

The Disabled American Veterans feels that this is a worthy attempt to help solve the problems of veterans with serious academic deficiencies, and we support this measure wholeheartedly.

The final bill before the subcommittee is S. 2361. It would assist veterans with academic deficiencies to qualify for and pursue courses of higher education through the development of programs for special counseling and tutorial or other educational services.

Mr. Chairman, we do not have a national convention resolution covering the subject matter of the bill, and thus we have no official position with respect to it. However, we would like to comment briefly on some of the bill's provisions.

Essentially, the bill seeks to enlarge the educational opportunities for Vietnam veterans who have not completed high school or its equivalent and are not therefore qualified for admission to postsecondary institutions.

Financial assistance in the form of grants and contracts would be given to institutions of higher education to enable them to set up special on-campus programs for veterans with academic deficiences, to help them qualify for college admission. The administration of the program would be a joint venture between the Veterans' Administration and the Office of Education in the Department of Health, Education, and Welfare.

The responsibilities for coordination and overall planning in connection with the educational services would be vested in the Administrator of Veterans' Affairs, but the Commissioner of Education would have the function of making the grants and contracts.

In short, Mr. Chairman, the bill proposes a totally new solution to the educational problems of veterans with weak academic backgrounds, a problem to which the Congress addressed itself in enacting the Veterans' Pension and Readjustment Assistance Act of 1967.

The 1967 amendments provide that any eligible veteran who has not received a high school diploma or who needs additional secondary school training to qualify for admission to an institution of higher education may be enrolled in an appropriate secondary school course. His edducational assistance allowance will be paid to him without having it charged to any period of entitlement he may have earned by virtue of his military service.

The DAV commends the sponsors of this legislation for their concern over veterans who, by reason of deprived educational, cultural, or economic backgrounds, are in need of the assistance it would offer. We are not certain, however, that the furnishing of financial grants to institutions of higher education would be in the best interests of the veterans program.

As mentioned earlier, there are existing provisions in the law by which veterans with academic deficiencies can qualify themselves for admittance to postsecondary institutions.

The present program can be carried out without the need for additional funding, whereas the $40 million appropriation required to implement the special educational services proposed by the bill might endanger other important veterans benefits.

In any event, by mandate of our national convention, we are constrained to oppose any intermingling of veterans programs with those of the Department of Health, Education, and Welfare. Accordingly, we cannot support any proposal which would confer upon the Commissioner of Education the authority to administer grants out of funds appropriated to the Veterans' Administration.

Thank you again, Mr. Chairman, for giving me the opportunity to express the views of the DAV in these vital matters.

Senator **Cranston**. Thank you very much for your testimony. I deeply appreciate your presence. I am grateful to you for your comments concerning my chairmanship of this committee, and I am glad you are keeping such close track of our activities.

In regard to Senator Kennedy's bill, if it was amended to provide that the grants would be administered by the VA rather than the HEW, would that remove your objections?

Mr. **Flaherty**. Mr. Chairman, that is a matter that would have to be brought before our national convention for review and consideration.

Senator **Cranston**. I take it, however, from your comments, you don't have objections to the grant concept.

Mr. **Flaherty**. No. My personal opinion would be that the national convention would be receptive to it if the HEW were not involved. Yes.

Senator **Cranston**. On S. 1998, you referred to the problem involving the number of hours required academically. There has been discussion here earlier on that measure relating to the rather rigid requirements on types of courses required and the requirements concerning farm ownership or control.

Do you feel that those would also hamper full use of the opportunities for farm training by veterans?

Mr. **Flaherty**. Mr. Chairman, I can't give a responsive answer to that question at this moment. Perhaps Mr. Gardiner has some information.

Mr. **Gardiner**. I feel that the provisions in the bill would remedy that situation. The bill contains rather detailed guidelines which would be followed, and I think the primary reason why so few veterans are now participating is the requirement for the classroom instruction.

A veteran who is the operator of a farm and has to do chores in the evening just doesn't have the time to travel the distance involved in many cases and spend that number of hours in classroom instruction in combination with his farm chores. And for that reason they are just not entering.

In more direct response to your question, I think that the provisions contained in the bill itself would remedy the other situation.

Senator **Cranston**. You feel there is something that needs remedying there?

Mr. **Gardiner**. Yes.

Senator **Cranston**. Thank you very much. I appreciate your testimony.

The next witness is Ralph A. Bruksos, executive vice president and general manager, Sales Training, Inc., Seattle, Wash.

We are pleased to have you with us.

STATEMENT OF RALPH A. BRUKSOS, EXECUTIVE VICE PRESIDENT, GENERAL MANAGER, HOME OFFICE OF SALES TRAINING, INC., SEATTLE, WASH.

Mr. Bruksos. Thank you very much.

Mr. Chairman, my name is Ralph A. Bruksos, executive vice president and general manager of the Home Office of Sales Training, Inc. I graduated in the first graduating class of STI, subsequently went to work for STI and have been with them for 11 years.

This statement is for Sales Training, Inc., and its affiliated schools.

Our home office is in Seattle, Wash., and we have 15 Sales Training, Inc. schools in the United States and one in Canada. I will submit a roster of the STI schools to the committee.

Thank you very much for the opportunity to appear and to give testimony before this committee.

Sales Training, Inc. was founded in 1957 and has enrolled some 17,000 students. During this time we have placed thousands of graduates in wholesale, retail, and service-type firms. These have included automotive, insurance, investments, pharmaceuticals, machinery, publications, retail and wholesale clothing, sporting equipment, real estate, mobil homes and equipment, business machines and forms, electronics, forest products, food products, and others.

We have been training veterans under the cold war GI bill since June of 1966.

H.R. 6808 states that—

> The Administrator shall not approve the enrollment of an eligible Veteran in—(B) any sales or sales management course which does not provide specialized training within a specific vocational field; or

On page 3 of the explanation of H.R. 6808, it states—

> Special attention was given by the Subcommittee in developing the restrictions on sales management courses to make certain that all legitimate and bona fide courses of this type would be continued and that the Administrator would entertain submission by any schools adversely affected which demonstrated that the majority of the enrollees in fact found employment upon the completion of this type of course and that the vocational objectives were and are being met. The Committee recognizes the value of sales courses, et cetera.

The explanation goes on to say—

> The language included in Section 2 of the reported Bill in no way would interfere with any such legitimate operation.

The purpose of my being here today is to ask that you please consider changing the bill to not include sales training firms that provide a placement service.

I realize that if there is a change in H.R. 6808 it would have to be approved by the House of Representatives. The suggested change should accomplish what the House of Representatives and the U.S. Senate hopefully would want to accomplish, and that is the placement of veterans after suitable and professional vocational training.

May I suggest that the portion under section 2 of H.R. 6808 be changed to read, "The Administrator shall not approve the enrollment of an eligible veteran in—(B) any sales or sales management course which does not provide specialized training within a specific vocational field; or (any sales or sales management course which does not have a history of an aggressive and successful placement department which has assisted the veteran to find employment in the sales profession)."

Suggested addition to H.R. 6808 is enclosed in parentheses.

If this committee finds that it would rather not change H.R. 6808, may I ask that you please include in the Senate explanation of the bill, an explanation at least as clear as the explanation of the bill which accompanied its passage through the House of Representatives. We feel that the House explanation protects all legitimate and bona fide sales training courses presently approved and it also protects all sales training courses who are aggressively seeking employment in the sales profession for its graduates.

During the last 2 years there were 958 firms which were either solicited by our placement department in Seattle or applied for our graduates as a result of a referral, advertising or our reputation. The diversity of these companies is evidenced by the large national concerns such as IBM, to the small, local or new businesses of the Pacific Northwest.

At this time, in Seattle, we have approximately 3,000 companies in our placement files and of these companies, as of current trends, we show a repeat business of between 6 and 8 percent on a revolving basis.

The foregoing statistics are from our branch in Seattle only. These statistics are duplicated in other areas where STI has schools.

Approximately 45 percent of our graduates are placed in sales positions upon graduation. Approximately 20 percent are in sales at the time of enrollment and would not qualify for our placement advisory service. Approximately another 15 percent would seek placement at a later time and be placed at their request. The remaining 20 percent may be promoted, transferred or moved to a location where STI is not located, and therefore not request placement activity.

This is to say, then, that approximately 75 percent of those who would qualify for placement who are not currently engaged in the sales profession are placed after graduation.

The question is often asked, "Do we place the top 45 percent?" No, we place those who ask for assistance. As is apparent, we have often many more listings or openings or job opportunities than we have graduates to fill them.

I have shortened my testimony, and this concludes my statement. Thank you for the opportunity to be here.

Senator CRANSTON. I appreciate your coming here. I assume you would like the whole prepared statement in the record.

Mr. BRUKSOS. Yes, I would appreciate it.

(The prepared statement of Mr. Bruksos follows:)

PREPARED STATEMENT OF RALPH A. BRUKSOS, EXECUTIVE VICE PRESIDENT, SALES TRAINING, INC., SEATTLE, WASHINGTON

Mr. Chairman, my name is Ralph A. Bruksos, Executive Vice President and General Manager of the Home Office of Sales Training, Incorporated. I graduated in the first graduating class of STI, subsequently went to work for STI and have been with them for 11 years.

This statement is for Sales Training, Inc., and its affiliated schools.

Our Home Office is in Seattle, Washington, and we have 15 Sales Training, Inc. schools in the United States and one in Canada. I will submit a roster of the STI schools to the Committee.

Thank you very much for the opportunity to appear and to give testimony before this committee.

Sales Training, Inc. was founded in 1957 and has enrolled some 17,000 students. During this time, we have placed thousands of graduates in wholesale, retail, and service-type firms. These have included automotive, insurance, investments, pharmaceuticals, machinery, publications, retail & wholesale clothing, sporting equipment, real estate, mobil homes & equipment, business machines and forms, electronics, forest products, food products and others.

We have been training Veterans under the Cold-War G.I. Bill since June of 1966.

H.R. 6808 states that, "The Administrator shall not approve the enrollment of an eligible Veteran in—(B) any sales or sales management course which does not provide specialized training within a specific vocational field; or"

On page 3 of the explanation of H.R. 6808, it states, "Special attention was given by the Subcommittee in developing the restrictions on sales management courses to make certain that all legitimate and bona fide courses of this type would be continued and that the Administrator would entertain submission by any schools adversely affected which demonstrated that the majority of the enrollees in fact found employment upon the completion of this type of course and that the vocational objectives were and are being met. The Committee recognizes the value of sales courses," etc. The explanation goes on to say, "The language included in Section 2 of the reported Bill in no way would interfere with any such legitimate operation."

The purpose of my being here today is to ask that you please consider changing the Bill to not include sales training firms that provide a placement service.

I realize that if there is a change in H.R. 6808, it would have to be approved by the House of Representatives. The suggested change should accomplish what the House of Representatives and the U.S. Senate hopefully would want to accomplish and that is the placement of Veterans after suitable and professional vocational training.

May I suggest that the portion under Section 2 of H.R. 6808 be changed to read. "The Administrator shall not approve the enrollment of an eligible Veteran in—(B) any sales or sales management course which does not provide specialized training within a specific vocational field; or *any sales or sales management course which does not have a history of an aggressive and successful placement department which has assisted the Veteran to find employment in the sales profession.*" (Suggested addition to H.R. 6808 is in italics.)

If this Committee finds that it would rather not change H.R. 6808, may I ask that you please include in the Senate explanation of the Bill, an explanation at least as clear as the explanation of the Bill which accompanied its passage through the House of Representatives. We feel that the House explanation protects all legitimate and bona fide sales training courses presently approved and it also protects all sales training courses who are aggressively seeking employment in the sales profession for its graduates.

During the last two years there were 958 firms which were either solicited by our Placement Department in Seattle or applied for our graduates as a result of a referral, advertising or our reputation. The diversity of these companies is evidenced by the large national concerns such as IBM, to the small, local or new businesses of the Pacific Northwest.

At this time, in Seattle, we have approximately 3,000 companies in our Placement files and of these companies, as of current trends, we show a repeat business of between 6 and 8% on a revolving basis.

The foregoing statistics are from our branch in Seattle only. These statistics are duplicated in other areas where STI has schools.

Approximately 45% of our graduates are placed in sales positions upon graduation. Approximately 20% are in sales at the time of enrollment and would not qualify for our Placement Advisory service. Approximately another 15% would seek placement at a later time and be placed at their request. The remaining 20% may be promoted, transferred or moved to a location where STI is not located, and therefore not request placement activity.

The question is often asked, "Do we place the top 45%." No, we place those who ask for assistance. As is apparent, we have often many more listings or openings or job opportunities than we have graduates to fill them.

The Sales Manpower Foundation, a Division of the Sales Executives Club of New York, reported on March 17, 1967, that the results of a survey on some 17 different industries (these were different industries, not just different companies) showed that:

1. The average salesman's compensation (whether salary and commission or straight commission) is $11,577.00.
2. The average weekly expenses per salesman are $82.67.
3. The average cost per sales call by the salesman is $23.42.
4. The average cost of recruiting and training one salesman based on the 1964 industry study is $8,531.00.

These statistics helped to bear out what this Committee is probably already aware of, that the sales profession is a very important aspect of our economy. The rewards can be lucrative, both emotionally and financially.

The demand for salesmen is ever increasing, and the future for a trained salesman is extremely bright.

When many people think of salesmen, and this attitude seems to be somewhat prevalent here in Washington, D.C. and in other places, many individuals think of the door-to-door, vacuum cleaner or Fuller Brush salesman. For a man who wants to sell vacuum cleaners or Fuller Brush door-to-door, we feel this is the highest calling and if the man does what he wants to do with his life, then he is a success. We are not intending to take anything away from door-to-door selling. However, we would like to make it very clear that we train for and have placed graduates with such national companies as IBM, Charles H. Lilly Company, Rath Packing Company, Pacific Fruit & Produce and the Varityper Corporation in addition to smaller companies and yes, even some door-to-door.

The last survey of our graduates indicated that the average increase in income was, from the time of graduation to the time of the survey for those who responded, 33.8% increase.

We have over 100 instructors, full and part-time in our 16 facilities. Academic accomplishment and sales experience are coupled to provide the finest sales training available. Our curriculum is constantly being up-graded and we have a very competent Research & Development Department in our Home Office in Seattle.

Major objectives of the Professional Salesmanship Program:

As a result of the professional salesmanship program, the student is thoroughly trained and prepared for an ultimate career in professional sales. He learns the important skills which will assure him a high degree of success as a salesman.

At the end of his training, the student is able to demonstrate, through testing and examination, a mastery and application of the techniques which constitute the four areas of training. These include:

1. Professional Salesmanship—As a result of his training in this area, the student is able to:
   - a. Demonstrate a knowledge of today's marketplace and his role as a salesman in its economic and physical makeup.
   - b. Identify prospects, customers and areas of need for his product or service.
   - c. Effectively carry on a discussion with his customer or prospect to determine needs and problems which can be satisfied by use of his product or service.
   - d. Prove to and convince his prospect or customer of the merits of his product or service through practical demonstration.
   - e. Overcome objections and handle questions with regard to his product or service which the customer may raise.
   - f. Make a sale (close the transaction) by means of a complete and comprehensive sales presentation of his product or service to a customer or prospect.
   - g. Offer continuing service after the sale to his prospects and customers for the purpose of furthering satisfaction and obtaining future sales.
2. Effective Communications—As a result of his training in this area, the student is able to:
   - a. Master the techniques of oral expression for presenting his ideas about his product or service so that the customer or prospect will understand its function and application.
   - b. Write clear and understandable letters to his customers and prospects for the purpose of transacting a sale.
   - c. Master the techniques of listening to better understand and fulfill the needs and problems of his customers.
   - d. Properly use the telephone for transacting business with customers and prospects.

3. Management Development—As a result of his training in this area, the student is able to:

a. Maintain a positive attitude and enthusiasm for his job.

b. Set meaningful goals and objectives for himself and motivate himself toward a better position in his field.

c. Rid himself of disruptive feelings and attitudes not conducive to sound business practice.

d. Meet and communicate adequately with other people in the business world.

4. Human Relations—As a result of his training in this area, the student is able to:

a. Identify characteristics and attributes of the prospects and customers with whom he deals.

b. Approach the customer in a sales situation appropriately.

c. Maintain a good business attitude in communicating with customers and prospect of all kinds.

The STI Executive Advisory Board consists of 15 leaders of industry. The purpose of the Advisory Board is to assist in the development of curriculum and to serve in an advisory capacity between our Placement Department and the needs of industry.

Representing:

Education—Louis C. Wagner, Professor and Acting Chairman, Department of Marketing, Transportation, and International Business College of Business Administration, University of Washington.

Education—Woodrow Clevinger, Associate Professor of Marketing, Seattle University.

Food industry—Wayne S. Boynton, General Sales Manager, Carnation Company, Fresh Milk and Ice Cream Division.

Oil industry—Jack O. Heine, District Manager, Shell Oil Company.

Telephone company—William R. Reiss, Assistant Vice President of Personnel and Administration, Pacific Northwest Bell Telephone Company.

Electric company—Donald E. Voorhies, Manager, General Electric Company, Large Lamp Department.

Transportation—Henry Chisholm, Northwest Sales Manager, Bekins Moving & Storage Company.

Real estate—Jennings Henseth, Executive Vice President, Henry Broderick, Inc.

Insurance—Clark Scott, Vice President, Marsh & McLennan, D. K. McDonald & Company, Inc.

Stocks and investments—Stanton W. Frederick, Jr., Resident Manager, Francis I. du Pont Company.

Office machines—Bill McKinley, Sales Program Coordinator, Xerox Corporation.

Automotive industry—Patrick Goodfellow, President, Goodfellow Chrysler-Plymouth, Inc.

Wood products—Jack Frost, Training Administrator, Weyerhaeuser Company.

Airline industry—Gilbert Leiendecker, District Sales Manager, United Air Lines.

Mr. Chairman, this concludes my statement and I thank you for the opportunity to share these thoughts with you.

SALES TRAINING, INC.—BRANCH DIRECTORY

Birmingham

Sales Training of Alabama, Inc., 701 South 20th Street—Room 1113, Birmingham, Alabama 35233, 205/322-7647.

Fred M. Washburn, President, 1344 Chester Street, Birmingham, Alabama 35226, 205/822-9643.

Sumner Stewart-Magee, 1840 Merryvale Road, Birmingham, Alabama 35126, 205/822-6673.

Boston

Sales Training of Boston, 824 Boylston Street, Chestnut Hill, Mass. 02167, 617/277-7184.

Charles L. Davis, President, 619 Winter Street, Framingham, Mass. 01701, 617/879-0462.

Miss Miriam Uni, 111 Perkins Street, Jamaica Plain, Mass. 02130, 617/524-7239.

Colorado Springs

Sales Training of Colorado Springs, 839 Circle Drive, Colorado Springs, Colorado 80910, 303/471-4880. Ralph McCutchen, Branch Manager.

Dallas

Sales Training of Dallas, 1625 W. Mockingbird Lane—Suite 105, Dallas, Texas 75235 214/638-3180.

Gary L. Rutledge, Branch Manager, 700 Custer Road #158, Richardson, Texas 75080, 214/235-9064.

Denver

Colorado Sales Training Institute, Inc., 700 East Speer Boulevard, Denver, Colorado 80203, 303/744-7031.

Henry S. Jann, President, 1395 East Amherst, Denver, Colorado 80203, 303/757-2255.

Frank Flesher, 2500 South York, Denver, Colorado 80203, 303/722-5640.

Detroit

Sales Training of Detroit, 17555 James Couzens Highway, Detroit, Michigan 48235, 313/341-0401.

Leo Harrawood, President, 24042 Willowbrook Drive, Novi, Michigan 48050, 313/474-6511.

Peter Rossi, 756 Sunset, Windsor, Ontario, Canada, 519/253-6892.

Los Angeles

STI of Southern California, 1650 Wilshire Boulevard, Los Angeles, California 90017, 213/483-6894.

Rudy J. Cormier, President, 330 E. Dryden—Apt. #9, Glendale, California 91207, 213/247-0553.

Milwaukee

Sales Training of Milwaukee, Inc., 5401 North 76th Street, Milwaukee, Wisconsin 53218, 414/462-7520.

Bruce E. O'Brien, President, 3453 Ensign Avenue North, Minneapolis, Minnesota 55427, 612/544-8258.

Dale R. Kirchner, 8721 W. Hawthorne Ave., Wauwatosa, Wisconsin 53226, 414/771-2946.

Orange County

Sales Training of Orange County, 1631 N. Bristol at 17th, Santa Ana, California 92706, 714/835-2351.

William Bradley, Branch Manager.

Phoenix

Sales Training of Phoenix, 5107 North 7th Street, Phoenix, Arizona 85014, 602/279-7381.

Robert C. Coulson, President, 2317 East Campbell, Phoenix, Arizona 85016, 602/264-6008.

Dean O. Norton, 3222 East Roveen, Phoenix, Arizona 85032, 602/992-2929.

Portland

Sales Training of Portland, 2104 S.W. 5th Avenue, Portland, Oregon 97201, 503/224-6473.

James L. Rickey, President, 1712 North East 65th Avenue, Portland, Oregon 97213, 503/284-1097.

Sacramento

Sales Training of Sacramento, Inc., 2100 Capitol Avenue, Suite A, Sacramento, California 95816, 916/442-6367.

Paul Loughrey, President, 3201 Arthur Way, Sacramento, California 95821, 916/481-6963.

San Francisco

Sales Training of Northern California, Inc., 356 El Camino Real, San Bruno, California 94066, 415/583-4618.

William H. Scholle, President, 819 Acacia Drive, Burlingame, California 94010, 415/343-4698.

Dale Isaacs, 715 Johnson Street, Albany, California 94706, 415/524-6483.

Seattle—Home Office

Sales Training, Inc., 156 Denny Way, Seattle, Washington 98109, 206/682-8550.

Donald H. Bennett, President, 7255 West Mercer Way, Mercer Island, Washington 98040, 206/232-5607.

Ralph A. Bruksos, 10837—44th S.W., Seattle, Washington 98146, 206/246-8070.

Bill A. Rose, 16045—32nd N.E., Seattle, Washington 98155, 206/362-5182.

Twin Cities

Sales Training of Twin Cities, 2809 Wayzata Boulevard, Minneapolis, Minnesota 55405, 612/377-6001.

Bruce E. O'Brien, President, 3453 Ensign Avenue N., Minneapolis, Minnesota 55427, 612/544-8258.

Vancouver, British Columbia

Vancouver Sales Training, Ltd., 2144 W. 12th Avenue, Vancouver 9, B.C. Canada, 604/732-7665.

Donald C. Bullock, President, 1975 Gordon Avenue, West Vancouver, B.C. Canada, 604/922-7626.

Senator CRANSTON. What percentage of your trainees are veterans?

Mr. BRUKSOS. I would say approximately 70 percent. We do not accept very many applicants under 25 years of age. The average enrollee is 28 years old, married, one and a half children, 1 year of college.

As such, they come right in the age span that the veterans would naturally fall under.

Senator CRANSTON. Why do you have that 25-year rule?

Mr. BRUKSOS. Because in the sales profession, Senator, probably most firms are looking for men, say, 23 to 25 on up.

Senator CRANSTON. I would like to say that there is no intention of cutting out bona fide training of salesmen. The language of the House report, which clarifies this point, I believe, is acceptable to you, and I will see if we can incorporate the same language in our report.

Thank you very much.

Mr. BRUKSOS. Thank you very much, Senator.

Senator CRANSTON. Our final witness is Col. Robert F. Perkins, U.S. Air Force, retired, formerly deputy base commander, RAF, Bentwaters, England, presently director of veterans' affairs at Strayer Junior College.

Colonel PERKINS. Mr. Chairman, I am new at this business. I have never testified before a committee in my life, so you will have to bear with me.

Senator CRANSTON. I have never chaired a subcommittee before this week, either.

Colonel PERKINS. I hear it is like a parachute jump—you have to do it right the first time.

STATEMENT OF COL. ROBERT F. PERKINS, U.S. AIR FORCE, RETIRED, FORMERLY DEPUTY BASE COMMANDER, RAF, BENTWATERS, ENGLAND, PRESENTLY DIRECTOR OF VETERANS' AFFAIRS, STRAYER JUNIOR COLLEGE, WASHINGTON, D.C.

Colonel **Perkins**. I congratulate you on having public hearings on the subject of why more veterans don't take educational training under the GI bill. From a personal standpoint I appreciate this opportunity of appearing before you As Mr. Steinberg will tell you, the testimony I am about to give is voluntary and is given from the standpoint of a recent veteran who has become an educator as a second career.

The GI bill, as it is presently written, has certain inadequacies, the first of which is lack of adequate financial support for the veterans undergoing training. Another shortcoming is the manner in which the bill is implemented by the VA. To be frank, it takes too long for a veteran to be certified, and after he is certified, it takes an inordinate length of time to collect benefit checks. To prove this particular point I can cite the experiences of Strayer Junior College.

This college started a veteran's training program last February, and to date we are carrying approximately $30,000 on our books for moneys due us for training veterans. The veterans are willing to pay but cannot due to nonreceipt of benefit checks from the VA. In this connection, it might be a good idea for the VA to take a page out of the service's books and make prompt payment of the troops a matter of utmost importance. So much for benefits that can best be described as too little and too late.

Another inadequacy in the GI bill is that the draftees who serve less than 24 months are precluded from taking educational training while on active duty because the law specifies that all veterans must have 24 months' service before they may take advantage of the bill's in-service educational benefits. Conversely, the volunteer may take educational training under the GI bill during the last year of his 3-year enlistment. The law as it stands denies educational benefits to the man who needs it the most, the draftee.

Senator **Cranston**. Do you know why the law is written that way?

Colonel **Perkins**. At the time is was a carrot for enlistment, but I think we have passed that point in the Vietnam situation. I think that the draftee needs an equal amount of help; as much as the volunteer.

The matter of education for draftees versus volunteers is a subject worthy of consideration. I think you will agree with me that the will to learn decreases in proportion to age. If we want to upgrade the education of our veterans, the time to start is when they are still in the service. In many instances this will be the only time many of them will ever get a glimpse of the outer world and this is the time to motivate them to higher education. As I previously stated, we can help the volunteers, but the present law ties our hands with respect to draftees.

About 2 years ago the Department of Defense created an entity known as Project Transition. The primary purpose of this project was to allow soon-to-be-veterans to take on-the-job training, vocational training, or academic training, during their last 6 months of service in an on-duty time status. Job counseling is provided and many good jobs have been obtained for well educated veterans.

As a matter of fact, this is about the first time in history that the military services have ever tried to do anything for their separatees. This is all well and good; however, the magic figure of 24 months appears again. For a military man to get into Project Transition and take full advantage of its benefits, he must have over 24 months' service. Like the GI bill, the draftee who needs it the most is denied full participation. The record at this point should also reflect that some services deny Project Transition to retirees.

Project Transition has done a magnificient job in working with industry and providing training to men who wish to become mechanics, service station attendants, and appliance repairmen et cetera. Conversely, many Project Transition offices in this area place little or no emphasis on upgrading education. The man who comes into the program without a high school education will go out of the program the same way. The high school graduate who comes into Project Transition will be afforded vocational training, and the man who has had some college might be encouraged to go back to college.

If President Nixon really wishes to see more veterans taking training Secretary Laird has it within his power, through Project Transition, to upgrade the education of most veterans. There is no good reason why military personnel who lack high school diplomas could not obtain high school equivalency certificates during their last 6 months of service. In addition, there is no good reason why high school graduates couldn't take some college work during their last 6 months of service. Project Transition is the key to veterans' training. If the services can't convince a man to enter vocational or educational training while he is on active duty, the VA doesn't stand a chance of convincing him after he becomes a veteran.

While on the subject of education it might be well to examine the Department of Defense figures with respect to high school education. This year 900,000 men will be separated from the service; 180,000 of these veterans will not have a high school diploma or its equivalent. The year the war ends 1,300,000 men will separate and 260,000 or 20 percent of them will lack a high school education or its equivalent.

It is a sad commentary on society for a situation such as this to exist. With a minimum of forethought and planning this situation could have been prevented. If the military services would place half the emphasis on obtaining a high school equivalency certificate that they do to defense bond drives or Community Chest drives, these figures could be cut in half. As a veteran and a father, I find it difficult to understand why a man who gives up 2 or more years of his life for his country is denied the opportunity of obtaining a higher education during the time he is on active duty.

My college represents a segment of the educational world which is often overlooked, particularly by the Department of Defense. My college is one of about 200 accredited colleges of business. We get no Federal subsidy and we pay both Federal and District of Columbia taxes. In spite of the rampant inflation we offer high school training for $1 per clock hour and college training for $33 per credit hour. This college, with its compatriots, stand ready, willing, and able to provide quality training at any military installation anywhere in the world. We represent private industry and are proud to be called businessmen.

My specific recommendations to you are:

(1) Raise the monthly educational benefits under the GI bill.

(2) Get the VA to expedite payment of GI educational benefits.

(3) Amend the GI bill so that draftees will be eligible for in-service training after 18 months service.

(4) Require the Department of Defense to include draftees in Project Transition.

(5) Encourage or direct the Department of Defense to provide high school equivalency training to nonhigh school graduates who have completed 18 months service.

(6) Encourage the Department of Defense to make use of all types of educational institutions in an effort to upgrade their men's educational qualifications.

Thank you, sir.

Senator CRANSTON. Is one of the problems with Project Transition that it is administered on a base-by-base basis?

Colonel PERKINS. It varies from place to place. It all depends on the personalities involved and what type of emphasis they wish to give.

Senator CRANSTON. Isn't the requirement for Project Transition that you have to have been in the Armed Forces 6 months to be in the program?

Colonel PERKINS. With less than 24 months service all you can get is job referral. They give you the names and addresses of employment agencies, and there is a board you can look at to see who is hiring who. In addition you can't get any type of on-the-job training or educational training or vocational training.

Senator CRANSTON. What is the requirement for Project Transition, 6 months?

Colonel PERKINS. You must have 24 months of service in order to be a full-fledged participant in project Transition.

A full-fledged participant is one who is eligible to take vocational, on-the-job, or educational training on duty time and is not limited to just the job referral services and counseling.

A good example of the situation is that on Monday I am opening up a high school equivalency course at Quantico Marine Base. We are attempting to form a class of 40 out of 192 Marines who don't have a high school equivalency certificate.

I know of seven Marines who because of the change in criteria for separation, will not have the necessary 24 months service so they are precluded from participating in this program. I have three other Marines who are paying their own way, because they are also caught in the change in criteria for separation, and lack 24 months service. One man who is paying his own way has a fifth-grade education, and we are trying to upgrade him as best we can with 100 hours of training.

Senator CRANSTON. Did you have experience with Project Transition at Benwaters?

Colonel PERKINS. Yes, sir. It was under my supervision. We did not go into it in Europe in the detail it is gone into in the States. This varies, also, from service-to-service.

Senator CRANSTON. I am not certain how this 6-month and 24-month requirement operates from base-to-base.

Colonel PERKINS. I traveled all Project Transition from Fort Lee to Fort Dix, and all bases in the Washington area, sir, and it has been my experience that the 24 months is required if you want any type of training.

Senator CRANSTON. Are there correspondence courses available to draftees where the Department of Defense picks up 75 percent of the cost?

Colonel PERKINS. Yes. Again it varies from base to base. The Department of Defense educational centers' emphasis is on academic training. There is very little vocational training provided under what we call DOD tuition aid. The emphasis is on college work.

Senator CRANSTON. How are those courses?

Colonel PERKINS. They are fine.

Senator CRANSTON. Are they used extensively?

Colonel PERKINS. In this particular area, Fort Meyer and Henderson Hall Marine Corps do make some use of that type of training, and enroll approximately 15 students a month in our programing.

Senator CRANSTON. Thank you very much. You have been a fine witness. I appreciate your coming.

Colonel PERKINS. It is a pleasure to be here.

Senator CRANSTON. Thank you, Colonel Perkins.

(The following communications was subseqently supplied for the record:)

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE,
Washington, D.C., July 3, 1969.

HON. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs of the Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: The testimony given by Mr. Robert F. Perkins, Director of Veterans' Affairs, Strayer Junior College, Washington, D.C., before your Committee on June 26 has been brought to my attention. Some of the material he presented concerns the Transition Program of which I am the director. Apparently, Mr. Perkins is misinformed on some aspects of the Transition Program and the information he presented contains some inaccuracies. I would appreciate it, therefore, if you would have the following corrections made for the record.

Department of Defense Directive No. 1332.22 states the minimum service requirement for eligibility for Transition training. The only enlisted men excluded are those who have served "less than 181 days." There is no 24-month minimum as Mr. Perkins indicated.

Mr. Perkins in his testimony recommended that the Committee act to "encourage or direct the Department of Defense to provide high school equivalency training to non-high school graduates who have completed 18 months' service." The implication in this statement that we do not provide high school equivalency courses is incorrect. As a major aspect of the Transition Program, we have continually emphasized to the counseling personnel in the Transition Program that they encourage all individuals who do not have a high school education to take high school equivalency courses. Such courses are available at almost all major installations within the military services.

The Transition Program is a voluntary program. Within the limits of available resources we encourage all men in the last six months of their military service to advance their education and take vocational training to help prepare themselves for a better occupational adjustment when they return to civilian life.

I appreciate the opportunity to make the above corrections known.

Sincerely,

Frank M. McKernan,
Director, Transition Program.

Senator Cranston. I would like to make a brief closing statement.

We have now concluded the hearings scheduled on the five education and training bills before the Veterans' Affairs Subcommittee.

I believe that over these past 3 days we have received some very significant testimony on all of the bills before us. I wish to point particularly to the unanimity of views presented on S. 338 demonstrating beyond any reasonable doubt the need for a very substantial increase in the education and training allowances under the cold war GI bill, and for special efforts to provide education, for high school dropouts. I believe the evidence we have received points to prompt subcommittee action on S. 338 and supports the goals of S. 2361 as a potential means of extending education benefits to more of our high school dropout veterans.

We have received or will be receiving statements from the following, which will be printed in the record:

The Honorable Jacob K. Javits, U.S. Senator from New York, the distinguished ranking Minority Member of the full Labor and Public Welfare Committee; the Honorable Ted Stevens, U.S. Senator from Alaska; Marvin P. Busbee, Legislative Director, National Association of State Approving Agencies; Robert E. Monroe, deputy chief, policy and planning division, aircraft owners and pilots association; and Felix M. Putterman, national legislative director and executive director of the Jewish war veterans of America.

The record will remain open for submission of further materials until and including Monday, July 7.

(The material referred to follows:)

Republic of the Philippines,
Washington Embassy, D.C., September 3, 1969.

Hon. Alan Cranston,
Chairman, Subcommittee on Veterans' Affairs,
U.S. Senate,
Washington, D.C.

Dear Senator Cranston: I wish to refer to H.R. 6808 which, I understand, has been referred to your Committee. Congressman Olin E. Teague, its sponsor, was kind enough to invite my attention to the proposed amendments to Sections 1682 and 1732 of Title 38, United States Code, which will be exclusively applicable to eligible veterans and dependents in the Philippines.

The identical amendments read as follows: "If a program of education is pursued by an eligible person at an institution located in the Republic of the Philippines, the educational assistance computed for such person under this section shall be paid at a rate in Philippine pesos equivalent to $0.50 for each dollar."

The practical effect of the amendment would be to halve the educational allowance presently being received by eligible veterans and their dependents. In these days of worldwide inflation you can imagine the hardship such a reduction will inflict upon the people concerned.

The House Committee's explanation of the bill states that the amendments will "establish a uniform policy". While that will be one of the effects of the amendments, it is our belief that in seeking uniformity in a policy there ought to be no reduction in benefits already being received. On the contrary, any move at uniformity should be in the form of a "leveling-up" instead of "leveling-down".

Moreover, in singling out the Republic of the Philippines, the amendments vitiate the long-accepted principle of equal benefits for Allied veterans who faced common dangers which recognized no nationality.

Finally, the explanation of the bill shows that the proposed formula will effect a savings, on the part of the United States Government, of $8.5 million during the first five years after goes into effect. I am sure you will agree that this is too big a price to pay for the disappointment which the amendments will engender.

I would be grateful, therefore, if these views could be taken into consideration when your Subcommittee deliberates on the amendments.

Please accept my personal regards to you and the members of the Subcommittee.

Sincerely yours,

ERNESTO V. LAGDAMEO, *Ambassador*.

PREPARED STATEMENT OF MARVIN P. BUSBEE, LEGISLATIVE DIRECTOR OF THE NATIONAL ASSOCIATION OF STATE APPROVING AGENCIES; DIRECTOR, DIVISION OF VETERANS EDUCATION, SOUTH CAROLINA STATE DEPARTMENT OF EDUCATION

Mr. Chairman, my name is Marvin P. Busbee, legislative director of the National Association of State Approving Agencies. I am also director of the Division of Veterans' Education, South Carolina State Department of Education, and have been in this division for the past twenty-three years. This statement is for the National Association of State Approving Agencies. This association, you may recall, is composed of employees of agencies established by executive order of the Governor of the State or by State law. Most of these agencies are within departments of education; however, they also include Governor's veterans' councils, veterans' service officers and other State agencies.

I consider it a distinct privilege to present this statement before this congressional committee and to record the wholehearted support of the National Association of State Approving Agencies. Since 1946, the members of our association have performed the functions of approving agencies as authorized by the original G.I. bill and subsequent legislation that provided educational assistance benefits for Korean conflict veterans and sons and daughters of deceased or disabled veterans and the newly enacted legislation for our "cold war" veterans. It has been our responsibility to approve courses and supervise the educational institutions and business establishments that have offered education and training to eligible persons.

SENATE BILL 338

Senate bill 338 provides for veterans to secure a loan in order to obtain their private pilot's license, which in turn they need to take advantage of their benefits under current legislation. Many of our veterans have not had the opportunity to enter the various courses of flight training due to the fact that they do not have a private pilot's license. Serious consideration should be given to make available to them the necessary funds to secure this license which in turn would enable them to enjoy the veterans' benefits which they have honorably earned and pursue a course in the flight school.

The other section of this bill increases allowances for institutional training. As all of us know, the cost of living has increased considerably since the conclusion of World War II. Our South Carolina Department of Labor advises from the period March 1968–1969, the index rose 5.1%. They further advised that from the period 1947–1949 to 1969 that the index rose from 123.7 to 154.1 which is an increase of 30.4.

I have been in contact with various institutions in our State and have been advised that the cost of attending an institution of higher learning has more than doubled in the past ten (10) years. I respectfully request that these letters be attached to this statement and made a part of the record.

SENATE BILL 1998

In testifying before your committee on July 1, 1968, I had in my statement that a change should be made in the farm training program. I further stated that I did not feel that I was in a position to make any decision relative to the changes, but was strongly convinced that a new approach should be made to this problem. We have made many efforts in the State of South Carolina to interest veterans in the farm training program, but has been to no avail. We actually held a survey in one of our tobacco counties, and as you know is comprised of small farms as most of them have been allocated less than 20 acres for this purpose. This is not to be misleading as all of them have other crops such as soy beans, corn, cotton, etc.; but tobacco is the main source of their income and takes precedence over all other crops. The results of this survey revealed that only two veterans were interested in this training, and obviously you cannot have a class of this size. It appears to me that the person or persons from our large agriculture States would be in a far better position to make a statement relative to what approach should be made and then a follow-on on the approach.

SENATE BILL 2036

Senate bill 2036 would allow veterans to be eligible for benefits below the secondary level. It appears to me that this is sound inasmuch as a veteran, due to his educational background which is below the secondary level, is disallowed receiving the benefits to which he has justly earned. It is quite possible that this could be included in Senate bill 2163 with grants being given to the several States for use in their adult education program which is offered on all levels.

SENATE BILL 2361

In view of the fact that this bill is not a part of a State approving agency, I feel it necessary that I disqualify myself in making a statement with one exception. The provisions under paragraph 1693, beginning with line No. 1 on page No. 3 through line No. 12 is unquestionably sound. It is not doubt in my mind that this would enable our veterans to qualify themselves for the various concepts that are listed. It appears to me that this will be most beneficial to the veterans with academic deficiencies so that they could prepare themselves to further their education.

HOUSE BILL 6808

I presented a statement before the Subcommittee on Education and Training, House Committee on Veterans' Affairs on March 26, 1969. This legislation which was introduced February 17, 1969, was amended May 14, 1969. I concurred on the sales training course and sales management course with one exception. This exception is that business complex has changed considerably in the past few years and quite a bit of this could be attributed to the various veterans' legislation. They have learned that training is a must. An example of this is that the Metropolitan Life Insurance Co. now requires their potential insurance agents to spend approximately 12 months in the district office learning the various procedures of the company. I regret to advise that the Veterans' Administration central office rejected the program. It appears to me that we should take a second look at some of these programs and if they are bona fide with the residency training, they should qualify for our veterans.

In my opinion, an additional sentence should be added to the provisions in this legislation under section II, chapter 34, of title 38, U.S. Code (e) as follows: "When proper credit is given for previous experience, a veteran should be allowed to enjoy the benefits that he has justly earned and be allowed to enroll in such a program of instruction."

Mr. Chairman, as representing the National Association of State Approving Agencies, I would like to concur with the provisions of H.R. 6808 with the above exceptions.

Mr. Chairman, I would like to take this opportunity to thank you for the opportunity of submitting this statement on behalf of our association.

COLUMBIA COMMERCIAL COLLEGE,
Columbia, S.C., June 17, 1969.

Mr. MARVIN P. BUSBEE,
Director, Division of Veterans Education,
South Carolina Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: I have had many complaints from our veterans who are attending Columbia Commercial College regarding their small subsistence allowance paid to them for attending college. The cost of living is so high that they claim it is almost impossible to exist on the allowance and go to school. Many veterans that we have had in school have found it necessary to interrupt their training to accept full-time work since it was impossible to pay the expenses of attending college and have enough left over for their living expenses.

They have been comparing prices now with those of ten years ago. Food, rent and clothing seem to be the big items of increase. Although our tuition is still very low, realizing the problem that they have with their small subsistence, it has been increased $15 per month in the past ten years. The cost of the books and supplies that they use has doubled in the past ten years.

You have done so much in the past for the veterans that we would like to ask your support and that you use your influence through your position to ask Congress to increase their allowances. They feel that the increase should be a sizable one since, because of inflation, the purchasing power of the dollar has diminished so much during the past ten years.

All of us will appreciate anything that you can do.

Yours very truly,

CHARLES GORMAN, *President.*

FORREST COLLEGE,
Anderson, S.C., June 17, 1969.

Mr. MARVIN BUSBEE,
Division of Veterans Education,
Rutledge State Office Building,
Columbia, S.C.

DEAR MR. BUSBEE: This letter is to ask you to do all within your power to see if the Veterans Administration can get passage of a bill through Congress increasing the subsistence that a Veteran now receives. It is an antiquated system in that the tuition charged by this school, the books, supplies, and all related items have more than doubled in the last ten years; yet the Veteran receives practically the same subsistence that he did ten years ago.

With the inflationary period that we are now in it is impossible for the student to attend on a full-time basis without having a part-time job in order to supplement his income, and even with this, he would be classed in the lower income bracket nation-wide. Too, the costs of operating the school, such as teachers salaries have more than doubled in the last ten years. Therefore, it is necessary to increase the tuition, yet the Veteran, as I have just said, has received relatively no increase in subsistence.

Anything that your office might do to help in this would be appreciated.

Very truly yours,

C. M. FORREST,
President.

WOFFORD COLLEGE,
Spartanburg, S.C., June 16, 1969.

Mr. MARVIN P. BUSBEE,
Director, Office of Veterans Education,
State Department of Education,
Rutledge Office Building, Columbia, S.C.

DEAR MR. BUSBEE: The Wofford Comprehensive Fee for the nine month period September 1, 1969–June 1, 1970 is $2,500. This is broken down into $1,570 for tuition and fees and $930 for room and board.

For the nine month period September 1, 1959–June 1, 1960 the cost was $1,295. This was broken down into $685 tuition and fees and $610 room and board.

Cordially yours,

B. L. SCOGGINS,
Registrar.

CLEMSON UNIVERSITY,
Clemson, S.C., June 17, 1969.

Mr. MARVIN BUSBEE,
Director, Division of Veterans Education,
State Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: Listed below are comparative costs at Clemson University for the regular sessions of 1958–1959 and 1968–1969:

	1958–59	1968–69
S. C. resident tuition and fees	$275.60	$596
Nonresident tuition and fees	475.60	1,196
Dormitory room	172.00	[1]285
Board (7-day plan)	360.00	550
Books and supplies (estimated average)	64.00	80
Married student housing (average)	393.00	549

[1] Average for 1968–69.

The figures shown are for the University owned facilities; no attempt has been made to give you figures for off-campus board and room, and I have also omitted any references to variables such as clothes, travel and recreation.

I trust this is the information you desire.

Sincerely yours,

R. J. BERRY,
Registrar.

CECILS BUSINESS COLLEGES, INC.,
Spartanburg, S.C., June 17, 1969.

Mr. MARVIN BUSBEE,
Director, Division of Veteran Education, State Department of Education, Rutledge Office Building, Columbia, S.C.

GOOD MORNING, MR. BUSBEE: I thought it might be interesting to you to have the following information which I discovered as I was doing a cost survey.

Cecils College tuition charge for veterans today is $30, $45, and $60, for half, three-quarter, and full time, respectively. This shows an increase of one-third over the last ten years. In other words, in 1959, Cecils College was charging $20, $30, and $40 for half, three-quarter, and full time tuition for veteran training.

As you know, in the last ten years books have almost doubled in their costs. The registration fee that was charged in 1959 was $10, and today this fee is $25.

I am not sure at this time just exactly what the result of the survey will be but I rather imagine that it will be necessary for us to increase our tuition rates in the near future.

Thank you for your many considerations.

Sincerely yours,

ROGER F. SHIVELY,
President.

BOB JONES UNIVERSITY,
Greenville, S.C., June 16, 1969.

MR. MARVIN P. BUSBEE,
Director, Division of Veterans' Education,
South Carolina Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: According to the Bob Jones University Bulletin for the year 1959–60, the cost for tuition per semester was $150, the cost for room and board per semester was $225, and the cost for matriculation per semester was $30, making a total of $810 for the academic year of 1959–60.

The Bob Jones University Bulletin for 1969–70 lists tuition per semester at $300, room and board per semester at $450, and matriculation per semester at $50, making a total of $1600 for the academic year 1969–70. The expenses have practically doubled over a ten-year period.

A complete study of the expenses of Bob Jones University compared with other schools will show that the same is true in other institutions. The expenses of Bob Jones University are still somewhat lower than most other schools.

I trust this information will be helpful to you.

Sincerely yours,

James D. Edwards,
Dean of Administration.

Newberry College,
Newberry, S.C., June 17, 1969.

Mr. Marvin Busbee,
Division of Veterans Education,
State Department of Education,
Columbia, S.C.

Dear Mr. Busbee: In accordance with your telephone request, we submit the following in connection with expenses at Newberry College in the year 1959–60 compared with that stated for the 1969–70 term:

	1959–60	1969–70
Tuition	$550	$1, 170
Board	360	530
Room	130	300
Fees	50	100
Books and supplies	75	125
Total	1, 165	2, 225

I hope that this information might be sufficient for your needs in making your report.

Sincerely yours,

James C. Abrams.

University of South Carolina,
Columbia, S.C., June 18, 1969.

Mr. Marvin Busbee,
Director, Division of Veterans' Education,
State Department of Education, Columbia, S.C.

Dear Mr. Busbee: As per your request by telephone on June 16 concerning the comparative costs for resident undergraduate students for 1969–70 and ten years previous, I am happy to quote the following figures:

1969–70	
Semester Fees	$520. 00
Housing Fees (Minimum)	280. 00
Board (Board Plan-Seven days)	490. 00
Books (Estimated)	100. 00
Laundry (Estimated)	100. 00
Incidental Expenses	200. 00
Total	1, 690. 00
1959–60	
Semester Fees	200. 00
Housing Fees	140. 00
Board (Meals only)	400. 00
Books (Estimated)	60. 00
Laundry (Estimated)	50. 00
Incidental Expenses	90. 00
Total	940. 00

If I can be of further assistance to you, please let me know.

Sincerely yours,

Rollin E. Godfrey,
Director.

PREPARED STATEMENT OF CHANCELLOR GLENN S. DUMKE, CALIFORNIA STATE COLLEGE

I strongly support the proposed increase in basic educational benefits for veterans. Adequate financial support is essential if veterans of the Viet Nam War are to be able to take advantage of educational opportunities, as did the veterans of World War II and the Korean Conflict. In the years since those two previous wars, the costs of education and general living costs have gone up dramatically. While public institutions such as the nineteen colleges in the California State College system have continued to provide tuition-free education, students are still faced with higher costs for housing, food, clothing, transportation, books and school supplies, and other education-related expenditures. The problem is especially severe for the married veteran who must support a wife and often a family while going to school. Many of our colleges are located in cities where jobs are not readily available for the wives of married students.

For many of the Viet Nam veterans, financial support alone will not be sufficient to make a college education possible. Their previous education did not prepare them to do college-level work, even though they possess the necessary intelligence, aptitude, and motivation. With educational counseling, tutoring, and other special assistance, these veterans can be integrated into the main stream of the collegiate experience. Support of such programs is the objective of the Educational Service for Veterans sections S2361 and I strongly urge its passage and the provision of adequate funds for the programs it authorizes.

To be effective, these programs should draw on the resources being developed within our colleges through a number of programs for the disadvantaged. After appropriate coordination between the U.S. Office of Education and the Veterans Administration in the development of policies and guidelines, full responsibility for the administration of this program should be assigned to the Office of Education where there presently exists the knowledge and competence to supervise such programs. The role of the Veterans Administration should be limited to that of "providing information, advice, and assistance regarding the program to eligible veterans" and it should not have the responsibility of "otherwise administering the program". The working relationships between the Office of Education and colleges will be weakened if programs that are educational in character are assigned for administration to other agencies only because there is a special clientele group, such as veterans, being served.

Today, although nearly 20,000 veterans are enrolled in the California State Colleges, numbers have not reached our expectations. Favorable action on these amendments and a well-administered program will go far to insure that this massive pool of human talent is able to achieve the education necessary to become fully functioning citizens.

PREPARED STATEMENT OF THE JEWISH WAR VETERANS OF THE U.S.A.

In almost 75 years of existence as a war veterans' organization with a profound interest in the rightful role of the veteran in civilian society, education has been an overriding concern to the Jewish War Veterans of the U.S.A. Indeed, our own upward mobility in American society has been a direct consequence of our accessibility to the rewards of our country's educational system at all levels. On past occasions we have petitioned the Congress as well as cooperated with others in the veterans' community in order to further legislation that would provide the individual veteran with the training and educational tools, not only to prepare for a productive role in American life, but to provide as well a most important element in our society's leadership component.

In our view this twin goal is more necessary than ever today as a consequence of the vexing problems that are characteristic of the urban crisis. While educational opportunity is a high priority requirement for all returning servicemen; most especially is it meaningful to those men who may be doomed to return to the inequality and cultural deprivation of ghetto communities.

It is clearly in the National interest to apply ourselves to the appalling situation that exists in terms of the numbers of veterans who fail to avail themselves of the Cold War G.I. Bill. Quite obviously, many of these young men cannot be expected to resume civilian life and at the same time afford to attend school under the current unrealistic educational subsidy. That the country benefits from a comprehensive veterans' education program has been clearly established by our experience with the original G.I. Bill. That it would stand to benefit even more if substantial numbers of returning ghetto veterans receive the benefits of higher education and technical training should be equally manifest. Skills requiring higher education and/or technical proficiency, as this Committee well knows, are in short supply.

In addition to more money for the individual veteran and the advantages that would accrue if schools were paid directly by the Veterans Administration, it is painfully true that many veterans require special programs to compensate for prior academic deficiencies and other institutional handicaps that are the product of the poorer schools and deprived cultural environments so characteristic of both urban and rural poverty

While we will not burden the record further with statistical data already presented previously by others, the Jewish War Veterans appeals for necessary changes in the present law. With the return of American military personnel from Southeast Asia, post-Vietnam problems are moving inexorably into central focus. At least for this particular phase we are afforded alternative courses. On the one hand we can anticipate benefits to the entire society from the return of thousands of our finest young men by providing inducements to secure for them a positive, productive role in a dynamic and optimistic American society; or on the other hand, by neglect, we can permit them to return to the frustrations and denials that, unfortunately, characterize so much of their pre-military existence. If we permit the latter, we will in fact provide that much more grist for the mills of irrational militancy that would grind up whatever good we have achieved and make continuing strife and dissension the mode of American life for years to come.

We urge the Committee to set more realistic, and therefore higher, benefit levels in terms of money, and increasingly to ease accessibility to our educational structure through innovational techniques and instruments that could prepare veterans discouragingly struggling under serious educational deficiencies to meet standards generally required of students in our colleges, universities and technical schools.

Accordingly, in our view, a number of the legislative proposals under consideration, and most especially S-2361, represent a thoughtful approach for remedying the apalling disuse of so valuable and highly motivated expression of public policy as the Cold War G.I. Bill. The formal educational deficiencies of so many of our heroic Vietnam veterans bodes ill for all of us unless we make serious and successful efforts to spread the benefits of learning to as many of our veterans as have an inclination to better themselves and, in turn, shore up the weak spots and close the gaps in American life.

PREPARED STATEMENT OF ROBERT E. MONROE, DEPUTY CHIEF, POLICY AND TECHNICAL PLANNING DIVISION, AIRCRAFT OWNERS AND PILOTS ASSOCIATION

I am Robert E. Monroe, Deputy Chief of the Policy and Technical Planning Division of the Aircraft Owners and Pilots Association (AOPA).

AOPA was formed in 1939 to provide a means through which individual pilots and aircraft owners could combine their efforts to make flying safer, more useful, more economical and more pleasant. Our membership approximates 150,000 and includes over 22% of the active civil pilots who account for the ownership of over 70% of the active general aviation aircraft in the United States.

We appreciate the opportunity to present our views regarding S. 338 which would improve the opportunities for veterans to undertake flight training as an aid to their vocational pursuits.

Veterans should be able to take educational courses which not only prepare them for employment in the field of aviation but which also would provide them with aeronautical skills that will enhance their earning capacities in other vocational fields. S. 338 will help to achieve this objective.

Transportation is the lifeblood of commerce and no business of any substance is free from its constraints. There is great merit in helping a veteran to acquire the ability to fly, even though he may not use that ability as his primary means of earning a living, but will use it to enhance the productivity of his primary vocational pursuit. Like being able to read, speak or write effectively, the ability to travel expeditiously and at will is often a vital ingredient to successful business activity. The use of aircraft in regular business activity is increasing steadily and rapidly. Farmers, foresters, engineers, architects, merchandisers, educators, clergymen, salesmen, business administrators and a host of others in a wide variety of vocational pursuits have found that airplanes and aeronautical skills have enlarged their professional productive capacities.

The loan feature of the bill, to enable veterans to practically manage the hurdle of financing the private pilot certificate requirement, is most important. Veterans undertaking training generally are strapped for funds and need this kind of assistance if they are to be able to accomplish their training objectives within a reasonable period of time and derive the maximum benefit from the training undertaken.

Veterans have earned and are entitled to the kind of vocational assistance which meets their requirements. We strongly urge that S. 338 be enacted.

Prepared Statement of John W. Scott, Master of the National Grange

Mr. Chairman and Members of the Subcommittee: I am John W. Scott, Master of the National Grange, with offices at 1616 H Street, N.W., Washington, D.C.

The National Grange is a rural-urban family organization with 7000 community Granges located in 40 of our 50 states. Although the majority of our members would not receive any direct benefit from legislation now being considered by this subcommittee, they do have a keen interest in the improvement of rural living, extending the advantages of better education to rural people and equal opportunity, especially for our veterans, to earn advancement in their chosen profession of agriculture.

In our judgment, the enactment into law of S. 338, to amend section 1677 of title 38, United States Code, to increase the rates of educational assistance allowance paid to veterans under such sections, specifically section 1682(a) of title 38, United States Code; and S. 1998, a bill to amend section 1682(d) of title 38, United States Code, so as to modify the requirements for the farm cooperative program under such section, is not only in the best interest of members of the National Grange, but more importantly, is in the best interest of the nation.

The National Grange has been disappointed in the participation in the education and training programs established by the "Cold War" G.I. bill. Records of the Veterans Administration show that only 20 percent of those eligible for benefits had claimed them, compared with 50 percent of World War II veterans and 42 percent of the veterans of Korea. We believe that one of the reasons for the low participation is the fact that the level of assistance provided has not kept pace with the fast-rising cost of education.

The number participating in cooperative farm training programs has shown a greater drop due, we believe, to the restrictive requirements of the present law regarding the number of classroom hours per year necessary for participation in the program. S. 1998 reduces the number of classroom hours to 200 per year, or not less than 8 hours per month and, most importantly, it restores and recognizes individual on-the-job farm instruction as part of the instruction program.

The hindrance to formation of new classes, which is an indication of the participation in the program, is that the young farmer veterans cannot farm full time and still engage in the equivalent of full-time college studies, which is, in effect, the result of the requirement that 12 hours a week must be spent in classroom training under the present program. It is true that provisions of the present law allow students to attend on a three-quarter-time or half-time basis, provided that the student takes a proportionate reduction in the educational assistance allowance.

This amendment has not taken care of the problem. We have pointed out that full subsistance allowance does not meet present-day educational costs, let alone help finance farm management, therefore the returning veteran cannot attend full time and still manage a farm or an agriculture establishment. He cannot attend part time, due to low subsistance allowance and still manage an agricultural enterprise. The net result is that he does not participate in the educational or training programs that are provided for returning veterans. Thus he is deprived of the educational opportunities available to the non-veteran and our society is deprived of a well-trained and educated farmer to continue the production of our food and fiber.

In our judgment, S. 338 and S. 1998 take constructive steps toward developing programs in which there would be widespread participation. S. 1998 provides flexibility for the State approving agencies in designing the programs, thereby improving the attractiveness to returning veterans and encouraging farm veteran participation.

In addition, S. 1998 is realistic in providing that the farming activity of the trainee and the G.I. farm training, together, will occupy the full time of the eligible veterans. It also will emphasize instruction in management and technological advances which are applicable to the farming operation of the trainee.

The clear purpose of the G.I. bill is "aiding such persons in attaining the vocational and educational status which they might normally have aspired to and obtained had they not served their country". We therefore want to stress that it is unfair that young farm boys who have interrupted their educational or farming careers to serve the nation in the armed forces cannot use their G.I. educational eligibility for on-the-farm training.

The Veterans Administration advises us that nearly 500,000 veterans have used the "Cold War" G.I. bill for college work since 1967, about 175,000 have used the program for on-the-job training, but virtually none have been able to use the program for on-the-job agricultural training.

American agriculture needs and demands young farmers trained in management and new farming skills *now* and the future will be even more demanding. The returning veteran, untrained, unskilled in modern farming technology, will soon find that farming has passed him by. He needs and deserves to be trained in the vocation of his choice and we need him in American agriculture to replace the older farmers who are at or beyond the retirement age.

In conclusion, we want to stress the importance of enactment into law of S. 338 and S. 1998. Sec. 2(a) of S. 338 would bring education benefits closer to the actual costs of higher education and S. 1998 would bring about the necessary changes that will encourage young returning farm veterans to stay on the farm and, at the same time, gain the education necessary to compete in modern agricultural production and marketing.

We wish to thank the Chairman, Senator Yarborough, and members of this Committee for their leadership in the field of veterans' education and urge that you continue the necessary effort to gain the program improvements which we consider vital if the programs are to be meaningful to agriculture and rural America.

Mr. Chairman, we would appreciate our statement being made a part of the record of this hearing.

Thank you.

PREPARED STATEMENT OF LT. ROBERT G. STEWART, U.S. NAVY

Mr. Chairman, as one who will be directly affected by the proposals now under consideration by your subcommittee, I welcome the opportunity to comment on one of the bills, H.R. 6808, which has already passed the House, and which would eliminate the prohibition against receipt of certain federal educational benefits to veterans.

As presently written the GI Bill prohibits receipt of veterans educational benefits by one who is at the same time making use of other federal educational assistance. This "duplication of benefits" provision denies GI educational benefits to one who has been awarded, through academic competition, a federal fellowship grant for graduate work.

I cite the cases of two of my colleagues, both of whom have served five voluntary years as officers in the United States Navy and who, under current Navy policy, have been retained involuntarily for a sixth year. Both of these men desire to return to school after fulfilling their obligations. Both applied for needed financial assistance, and both were fortunate to receive federal grants, one an Atomic Energy Commission fellowship and the other a National Science Foundation fellowship. Both, however, if they accept this federal assistance which was awarded to them strictly on the basis of academic merit, will be ineligible to receive GI benefits, even though they have each served six years.

My own case is similar. On the basis of nationwide academic competition, I was awarded a National Science Foundation fellowship prior to my graduation from the University of Notre Dame in 1965. My request for postponement of my ROTC commitment in order to use the fellowship was denied, even though Navy policy at that time permitted such deferments. Fortunately, however, the National Science Foundation has agreed to extend my fellowship, and I hope to use it after I have fulfilled my five-year obligation, which, if current Navy policy is not changed, will be involuntarily extended for an additional year. Like my colleagues, however, I will be ineligible to receive GI benefits if I utilize the fellowship, regardless of the fact that I will have served at least five, probably six, years in the U.S. Navy.

On the other hand, in the case of a third colleague, who has also served six years, GI benefits will not be denied him since he has obtained a non-federally funded fellowship of the same general monetary worth.

That combining GI benefits with academically based federal fellowships is a duplication of benefits in the classical sense is, in my view, truly a misnomer. A graduate fellowship, whether federal or non-federal, is not based on military service but is awarded strictly on the basis of academic background and direct academic competition. GI educational benefits, on the other hand, are awarded on the basis of military service and are an attempt to ease the financial burden of advanced education which has been compounded by years of financial sacrifice in the military. There really is no duplication involved, although the present GI Bill does consider this dual compensation.

It seems to me inequitable, Mr. Chairman, that a veteran who obtains a federal fellowship is denied veterans benefits while a veteran with the same military service, the same financial need, and even the same academic credentials who obtains a non-federal grant is allowed to receive his GI benefits. This discourages a veteran from seeking a federal fellowship because he does so at a personal financial loss. Colleges, however, encourage applicants to seek federal grants, not only for the prestige such grants bring to the institution, but because they also enhance the academic credentials of the student. The financial sacrifice a veteran faces upon accepting a federal fellowship is then particularly unfortunate.

At today's cost of living, most fellowships are insufficient to cover all educational expenses. A recipient of a non-federal fellowship can make use of his GI benefits in order to supplement this stipend. A recipient of a federal fellowship cannot. Often, too, because his military service keeps him away from the academic environment for an extended length of time, a veteran finds upon his return to school that his academic prowess has been reduced and thus has a more difficult time than his fellow students in readjusting to the academic pace. For this reason he can afford far less than his fellow students to supplement his stipend by a part-time teaching assistantship or other employment.

Mr. Chairman, on behalf of those veterans who are and will be affected by this provision, may I urge the subcommittee, the full Labor and Public Welfare Committee, and the Senate to act favorably on H.R. 6808, so that this prohibition will be removed. I believe that this will be a positive step toward fulfilling President Nixon's recently stated desire to encourage veterans to complete their education.

AREA TEN COMMUNITY COLLEGE,
Cedar Rapids, Iowa, June 30, 1969.

Hon. ALAN CRANSTON,
Chairman, Sub-Committee on Veterans Affairs, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR SENATOR CRANSTON: We are writing to support S. 2361, a Bill to amend Chapter 34 of Title 38, United States Code, in order to provide special educational services to veterans.

It seems significant to us that Senator Edward Kennedy is actively working for the kind of educational service for veterans that Area Ten Community College has been attempting to implement for all adults in our geographic area. Since Senator Kennedy and the ideals he represents form such an important nucleus of the good things that should and will be going on some day, we feel that his support is tantamount to the revival of a movement that got started with President John Kennedy.

Reference is made to the following report which appeared in "Education-Training Market Report," April 11, 1969:

"Sen. Edward Kennedy, Mass. Democrat, meanwhile, is working on a proposal to *stimulate* GI Bill. His idea is program whereby federal *grants* would go to *institutions* to set up transitional programs for homecoming veterans who need counseling tutoring. Reasoning is that high school dropout who is about 22 years old and has been through Vietnam war doesn't want to go to high school again. It would be up to vocational schools and colleges to create their own form of

Upward Bound program for these returning veterans. Institutions would also be encouraged to do their own recruiting.

"Kennedy proposal poses challenge for alert vocational schools and colleges, since in-house *Upward Bound* project would be good bet for attracting other federal funding support."

You will find enclosed a brief summary of adult education activities at Area Ten Community College similar to those proposed by Senator Kennedy for veterans. There are currently 241 veterans enrolled at the college. This constitutes the largest veteran enrollment in community colleges in the state; we also have the largest veterans club in Iowa, one of our students, Burdett Parsons, is the State President.

The following will indicate some of the resources which are available for disadvantaged veterans at Area Ten Community College:

Area Ten Community College comprises one of fifteen merged-area schools created by the Iowa 61st General Assembly to serve the educational and training needs of adults in the state. The law has been termed a model in its comprehensive approach toward serving the broad educational needs of all adults.

Specifically, it provides for the following:

1. The first two years of college work, including pre-professional education
2. Vocational and technical education
3. Programs for in-service training and re-training of workers
4. Programs for high school completion for students of post-high school age
5. Programs for selected high school students in vocational-technical eductaion
6. Student personnel services
7. Community services
8. Vocational education for persons who have academic, socio-economic or other handicaps
9. Training, re-training and all necessary preparation for productive employment of all citizens
10. Vocationad and technical education for persons who are not enrolled in a high school and have not completed high school

Since its formation on July 1, 1966, Area Ten Community College has developed, insofar as possible the total concept of a comprehensive community college, in philosophy, staffing, facilities and implementation of programs. In recognition of the variety of needs of the individuals in the seven-county area, the college has established and maintained an open-door policy of admissions. Simply stated, the key to success of this open-door policy is that the door remains open to everybody *on his terms as well as those of society.*

In this regard, the majority of the people attending Area Ten would not have received post-high school education or training because of social or economic handicaps, or because of a lack of opportunities commensurate with their interests or abilities. Many have been conditioned to a syndome of failure. Most would not have been able to include further education in their plans.

As a result of its comprehensive approach, Area Ten Community College offers expanded educational opportunities to meet a diversity of unmet needs in a manner which the narrow focus of a vocational school or a typical junior college does not readily allow. By offering alternatives to those who enroll either at the outset or during training, by co-mingling students in and out of the classroom, regardless of program or level of training, the college attempts to broaden the possibility of success in terms of both achievement and self-regard.

For individuals with specific academic deficiencies or who are educationally disadvantaged due to social, economic, cultural or physical handicaps, the college has etasblished and maintains programs in Adult Basic Education (A.B.E.), G.E.D. preparatiton, Adult High School Completion, and a comprehensive Rehabilitation Facility. These programs are supplemented by extensive counseling services.

Adult Basic Education is designed for adults with less than 9th grade educational achievement and who need to concentrate on basic skills such as reading, modern math, communication skills and social studies before proceeding to more challenging academic work. Classes are kept small and informal and are held continuously so as to maximize individual instruction. Individuals may enter at any time and leave when their own requirements have been satisfied. Classes designed, especially to help students prepare for the G.E.D. equivalency examination are often a part of this program.

Adult High School Completion classes are conducted during the day at the college's Main Campus and at night in the various high schools throughout the seven counties of the merged area. The collegiate nature of the atmosphere is conducive to both the initial integration of the more mature student and his progression into a post-high school educational phase. Programmed instructional materials are used extensively and part-time work is readily available both at the college and in local business and industry.

The *Rehabilitation Racility* serves individuals who are handicapped socially, culturally, emotionally, economically, or physically. In addition to the counseling and training programs specifically tailored for its students, the Rehabilitation Facility avails itself of the entire range of educational programs at the college.

These programs, although treated separately, are designed to provide students of all educational and achievement levels with a fluid, expanding array of educational opportunities that can allow the student to satisfy his needs in his own way and at his own rate, rather than being forced to conform to the preconceived notions of the institution. The latter approach might preclude the educationally disadvantaged veteran from even attempting to pursue a meaningful course of self-improvement, utilizing the benefits available to him.

The Adult Education Division of Area Ten Community College is, strictly speaking, the "outreach arm" of the college and is assisted in this function by maintaining close working relationships with local Community Action Programs, Welfare Agencies, State Employment Security Commission and other related agencies. The college, through this division, is also an active member of the regional CAMPS organization.

The above description of education services available at Area Ten Community College are intended to demonstrate capability and expertise necessary to provide the services required by S. 2361. The descriptions are intended to be only examples of the capability of community and junior colleges across the nation to deliver services to returning veterans in an adult environment. This report is not intended to indicate that this legislation is not needed. It is intended to provide information about a kind of institution that did not exist after World War II and was only coming into focus after the Korean conflict.

Most importantly, this legislation will enable community colleges to bring into focus for the special needs of veterans the resources that are ready to be utilized across the country. Programs to meet the objectives of this act will enable the benefits for veterans to be utilized in an even more efficient manner than previous "G.I. Bills". This legislation should allow veterans of the current conflict to make even more significant contributions to the nation.

In conclusion, this opportunity to support your proposed legislation is appreciated. Recognition of the acute and growing needs for special educational services to veterans must occupy much more than our casual thoughts about the future of these adults. If we can be of assistance we would especially like the opportunity to establish a pilot program under S. 2361 to demonstrate that Area Ten Community College and other educational institutions similiarly serving veterans' needs throughout the country can and will do much more in the way of needed services to veterans.

Sincerely yours,

S. A. BALLANTYNE,
Superintendent.

UTAH STATE BOARD OF EDUCATION,
Salt Lake City, Utah, July 2, 1969.

Hon. WALLACE F. BENNETT,
Senator from Utah,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BENNETT: Following World War II and the Korean War, hundreds of Veterans benefited from on-the-farm training as provided by realistic legislation.

The provisions of the Cold War G.I. Act have not been effective in serving the needs for on-the-farm training. Senator Yarborough (Texas) introduced S. 1998 in April of 1969 to make certain fundamental changes in the act. In general the proposed legislation would carry out the recommendations made in testimony by Mr. C. W. Dalby, State Supervisor of Agricultural Education in Iowa (copy enclosed). During the time of the testimony, the need was pointed out for further amending S. 1998 to include those veterans who might be training in agricultural business or agricultural related occupations, and who are not engaged in a farming operation. It is our hope that such an amendment will be added when the bill is finally reported to the Senate.

Though Utah is not a large agriculture state, we do have some veterans who could profit greatly from the proposed legislation. It is our hope in Utah that you will actively support this legislation that is so important for the improvement of the Act related to Agricultural Education.

Very truly yours,

WALTER E. ULRICH, Jr.,
Administrator, Vocational and Technical Education.

MALMSTROM AFB, MONT.,
July 31, 1969.

Hon. WALLACE F. BENNETT,
U.S. Senate,
Washington, D.C.

DEAR SIR: I am writing to express my opinion on a G.I. bill which will come before Congress shortly.

Present rules forbid the receipt of both the G.I. bill and any other named federal money. After five years of active duty with the USAF I am leaving the service to train at the University of Utah as a resident. Since part of my wages comes from a U.S.P.H.S. grant, I have been told I am not entitled to the G.I. bill during this three year training program. Since this residency program is open to any medical graduate, those who have never served in the armed forces are receiving the same stipend granted to me.

In effect, because I receive no separation benefits and cannot utilize the G.I. bill under present regulations, my five years of AF service have only served to make further training that much more difficult to financially withstand in view of my larger family (five children). Since I have honorably served my country, it is disappointing to find I cannot receive G.I. bill educational benefits.

On the behalf of myself and those throughout the country who find themselves in a similar predicament, may I encourage the repeal or alteration of the clause forbidding receipt of G.I. bill benefits while receiving any other available federal grants?

I am sure the original rule was written with good intentions, but the large support of higher education today by our federal government makes this regulation discriminatory against those who honorably serve their country. May I add that this change will not only help those of us in this financial predicament but it will be returned many times over in the years to come as taxes on greater earnings.

Thank you for your assistance in this important matter.

Sincerely,

LANE FARR SMITH,
Capain, U.S. Air Force, Medical Corps, Director, Aerospace Medicine.

Senator CRANSTON. I want to thank all of the witnesses who have been good enough to present their testimony to us during these 3 days, especially those who have traveled from out of the area, from New York City, St. Louis, Mo., Morgantown, W. Va., Des Moines, Iowa, College Park, Pa., Sacramento, Calif., and Seattle, Wash.

The hearings are now recessed subject to the call of the Chair. Thank you all very, very much.

(Whereupon, at 12:30 p.m. the subcommittee was recessed subject to call.)

○

ED034954

EDUCATION AND TRAINING FOR VETERANS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON VETERANS' AFFAIRS

OF THE

COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 338, S. 1088, S. 1998, S. 2036, S. 2361, S. 2506, S. 2668, S. 2700, and H.R. 6808

LEGISLATION TO AMEND TITLE 38 OF THE UNITED STATES CODE CONCERNING EDUCATION AND TRAINING FOR VETERANS

AUGUST 8 AND 12, 1969

Part 2

Printed for the use of the Committee on Labor and Public Welfare

U.S. GOVERNMENT PRINTING OFFICE
32-660 O WASHINGTON : 1969

AC006241

COMMITTEE ON LABOR AND PUBLIC WELFARE

RALPH YARBOROUGH, Texas, *Chairman*

JENNINGS RANDOLPH, West Virginia
HARRISON, A. WILLIAMS, Jr., New Jersey
CLAIBORNE PELL, Rhode Island
EDWARD M. KENNEDY, Massachusetts
GAYLORD NELSON, Wisconsin
WALTER F. MONDALE, Minnesota
THOMAS F. EAGLETON, Missouri
ALAN CRANSTON, California
HAROLD E. HUGHES, Iowa

JACOB K. JAVITS, New York
WINSTON L. PROUTY, Vermont
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
RICHARD S. SCHWEIKER, Pennsylvania
HENRY BELLMON, Oklahoma
WILLIAM B. SAXBE, Ohio

ROBERT O. HARRIS, *Staff Director*
JOHN S. FORSYTHE, *General Counsel*
ROY H. MILLENSON, *Minority Staff Director*
EUGENE MITTELMAN, *Minority Counsel*

SUBCOMMITTEE ON VETERANS' AFFAIRS

ALAN CRANSTON, California, *Chairman*

RALPH YARBOROUGH, Texas
JENNINGS RANDOLPH, West Virginia
WALTER F. MONDALE, Minnesota
HAROLD E. HUGHES, Iowa

RICHARD S. SCHWEIKER, Pennsylvania
PETER H. DOMINICK, Colorado
HENRY BELLMON, Oklahoma
WILLIAM B. SAXBE, Ohio

JONATHAN R. STEINBERG, *Counsel*
JOANN NEWMAN, *Minority Staff Member*

CONTENTS

Text of: Page
- S. 1088 260
  - Departmental reports:
    - Veterans' Administration 269
    - Bureau of the Budget 270
    - Department of Defense 271
- S. 2506 272
  - Departmental reports:
    - Veterans' Administration 274
- S. 2668 278
  - Departmental reports:
    - Veterans' Administration 285
    - Office of Economic Opportunity 286
- S. 2700 287
  - Departmental reports:
    - Veterans' Administration 294

CHRONOLOGICAL LIST OF WITNESSES

FRIDAY, AUGUST 8, 1969

Johnson, Donald E., Administrator of Veterans' Affairs; accompanied by Rufus H. Wilson, Chief Benefits Director; J. C. Peckarsky, Deputy Chief Benefits Director; John J. Corcoran, General Counsel; and A. T. Bronaugh, Assistant General Counsel, Veterans' Administration 313

McKernan, Frank, Director, Transition Program, Department of Defense 337

Kreisman, Dr. Leonard T., Director, College Discovery program, City University of New York; accompanied by James Smith, Director of Veterans' programs, Staten Island Community College, Staten Island, N.Y 345

Kapel, Dr. David, Director, V.I.P.S., Temple University, Philadelphia, Pa.; accompanied by Dr. William Chapman, Assistant Director for Research, Temple University 354

Weber, Dr. Arnold R., Assistant Secretary of Labor for Manpower, accompanied by William H. Kolberg, Associate Manpower Administrator for Office of Policy, Evaluation, and Research; and Edward L. Omohundro, Director, Veterans Employment Service, Department of Labor 364

TUESDAY, AUGUST 12, 1969

Schweiker, Hon. Richard S., a U.S. Senator from the State of Pennsylvania 379

Javits, Hon. Jacob K., a U.S. Senator from the State of New York 380

Cooke, Dr. Paul, president, District of Columbia Teachers College 383

Tydings, Hon. Joseph D., a U.S. Senator from the State of Maryland 391

Bond, Dr. Richard R., vice president, Illinois State University and dean of faculties, representing American Association of State Colleges & Universities 392

Wertz, Terrell M., assistant director, National Legislative Commission, American Legion; Bernard A. Nolan, assistant director, National Rehabilitation Commission; and Austin E. Kerby, director, National Economic Commission 398

Stover, Francis W., director, National Legislative Service, Veterans of Foreign Wars; accompanied by Norman D. Jones, director, National Rehabilitation Service 412

Page
Cox, William, admissions officer, veterans, Pennsylvania State University 423
Mazel, Joseph, associate editor, Modern Manufacturing, New York City 426
Bard, Harry, president, Baltimore Community College, representing the American Association of Junior Colleges 438
Dumke, Glenn S., chancellor of the California State College System, presented by Robert F. Carmody, Jr., special assistant for governmental affairs, California State Colleges 445

STATEMENTS OF WITNESSES

Allen, Hon. James E., Jr., Assistant Secretary for Education and U.S. Commissioner of Education, prepared statement 374
American Association of Junior Colleges, The, prepared statement 441
Bard, Harry, president, Baltimore Community College, representing the American Association of Junior Colleges 438
  Prepared statement 439
Bond, Dr. Richard R., vice president, Illinois State University and dean of faculties, representing American Association of State Colleges and Universities 392
Busbee, Marvin P., legislative director, National Association of State Approving Agencies, prepared statement 447
Cannon, Joseph F., acting director, Office of Veterans Affairs, the National Urban League, Inc., prepared statement 450
Cooke, Dr. Paul, president, District of Columbia Teachers College 383
Cox, William, admissions officer, veterans, Pennsylvania State University 423
Dumke, Glenn S., chancellor of the California State college system, presented by Robert F. Carmody, Jr., special assistant for governmental affairs, California State Colleges 445
Huber, Charles L., national director of legislation, Disabled American Veterans, prepared statement 452
Javits, Hon. Jacob K., a U.S. Senator from the State of New York 380
Johnson, Donald E., Administrator of Veterans' Affairs; accompanied by Rufus H. Wilson, Chief Benefits Director; J. C. Peckarsky, Deputy Chief Benefits Director; John J. Corcoran, General Counsel; and A. T. Bronaugh, Assistant General Counsel, Veterans' Administration 313
  Prepared statement 316
Kapel, Dr. David, director, VIPS, Temple University, Philadelphia, Pa.; accompanied by Dr. William Chapman, assistant director for research, Temple University 354
Kerby, Austin E., director, National Economic Commission, the American Legion, prepared statement 401
Kreisman, Dr. Leonard T., director, college discovery program, City University of New York; accompanied by James Smith, director of veterans' programs, Staten Island Community College, Staten Island, N.Y 345
McKernan, Frank, Director, transition program, Department of Defense 337
Mazel, Joseph, associate editor, Modern Manufacturing, New York City 426
  Prepared statement 428
Miller, Victor V., national commander, Veterans of World War I, U.S.A., Inc., prepared statement 455
Nolan, B. A., assistant director, National Rehabilitation Commission, the American Legion, prepared statement 398
Schweiker, Hon. Richard S., a U.S. Senator from the State of Pennsylvania 379
Stover, Francis W., director, National Legislative Service, Veterans of Foreign Wars; accompanied by Norman D. Jones, director, National Rehabilitation Service 412
  Prepared statement 416
Tydings, Hon. Joseph D., a U.S. Senator from the State of Maryland 391
Weber, Dr. Arnold R., Assistant Secretary of Labor for Manpower, accompanied by William H. Kolberg, Associate Manpower Administrator, for Office of Policy, Evaluation, and Research, and Edward L. Omohundro, Director, Veterans Employment Service, Department of Labor 364
  Prepared statement 364

Page

Wertz, Terrell M., assistant director, National Legislative Commission, American Legion; Bernard A. Nolan, assistant director, National Rehabilitation Commission; and Austin E. Kerby, director, National Economic Commission ... 398

ADDITIONAL INFORMATION

Articles, publications, etc.:
  - "Hire Veterans To Overcome Labor Shortage," reprinted from Modern Manufacturing, April 1969 ... 431

Communications to:
  - Cranston, Hon. Alan, a U.S. Senator from the State of California, from:
    - Fowler, Jack R., national president, National Association of Collegiate Veterans, Inc., Morgantown, W.Va., August 8, 1969 ... 458
    - Hitch, Charles J., president, University of California, Berkeley, Calif., August 12, 1969 ... 456
    - Jarvis, J. Boyer, dean, the University of Utah, Salt Lake City, Utah, July 29, 1969 ... 457
    - Johnson, Donald E., Administrator, Veterans' Administration:
      - September 24, 1969 ... 458
      - September 25, 1969 ... 458
    - Kapel, David E., director, Temple University, Philadelphia, Pa., August 15, 1969 ... 362
    - Rossignuolo, Ralph J., national legislative director, AMVETS National Headquarters, Washington, D.C., August 7, 1969 ... 456

Questions and answers:
  - Questions submitted by Senator Cranston and answers by Dr. David E. Kapel, director, veterans of public service; and associate professor of curriculum and instruction, Temple University, Philadelphia, Pa ... 362
  - Question submitted from Senator Ralph Yarborough and answers from the Administrator of Veterans' Affairs ... 369
  - Questions from Senator Cranston and answers from Dr. Arnold R. Weber, Assistant Secretary of Labor for Manpower, U.S. Department of Labor ... 372

Tables:
  - Cost estimate, S. 2506, 91st Congress, as introduced ... 276
  - Major domestic military installations showing those within commuting distance of colleges, universities, or technical schools ... 299
  - Additional cost of S. 2506, with proposed amendment ... 326
  - Cost figures of S. 2700 ... 330
  - Veterans who apply for readjustment training and never follow through ... 334
  - Comparison of World War II, Korean conflict, post-Korean conflict, and Vietnam era participation rates of persons who trained in first 36 months of the program ... 371

EDUCATION AND TRAINING FOR VETERANS

FRIDAY, AUGUST 8, 1969

U.S. SENATE,
SUBCOMMITTEE ON VETERANS' AFFAIRS
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:05 a.m., pursuant to notice, in room 1318, New Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston (presiding), Yarborough, and Schweiker.

Staff members present: Jonathan R. Steinberg; and JoAnn Newman, minority staff member.

Senator CRANSTON. The committee will come to order.

This morning the Subcommittee on Veterans' Affairs is resuming hearings on Veterans' education and training measures which commenced on June 24, 25, and 26. We will also consider certain manpower and employment aspects of proposed programs to assist our returning servicemen to find suitable jobs.

The principal focus of the hearings today, and those on next Tuesday, August 12, will be two bills, S. 2668 and S. 2700, which I introduced recently with bipartisan cosponsorship. These bills would provide a variety of far-reaching programs to motivate high school dropouts to upgrade their skills by pursuing further education and training under the GI bill.

Almost one-quarter of all servicemen discharged each month are high school dropouts. They will number nearly a quarter of a million veterans in fiscal year 1970. Their participation in GI bill education and training programs has been abysmally low since the cold war bill was enacted 3 years ago—8.8 percent for Vietnam era veterans and only 6 percent for all post-Korean veterans.

After 3 comparable years under the World War II GI bill, 17.1 percent of high school dropout veterans—and there was an even higher proportion of them—had taken education and training under that bill. And after a similar period under the Korean conflict GI bill, the dropout participation rate was 18.4 percent.

So we are doing only about one-third as well as World War II and the Korean conflict, and even then, we did not, in my opinion, do well enough.

The failure of dropout veterans to participate in the GI bill is even more alarming today because of the ever-constricting job market for the school dropout. I need not dwell on the very few opportunities for work open to the dropout and what his street corner alternatives as one of the unemployables then become.

At our previous hearings, we were told about the dangers that disillusioned black veterans would be recruited into violent, militant groups. The stakes for society are clear. There is a compelling need, as well as an obligation by virtue of their service to our country, to educate and train these disadvantaged veterans so that they have the opportunity to participate meaningfully in an economic, political, and social sense, in what we still believe in as the American dream.

I believe it is essential in the interests of our national security that we take the steps necessary, to mobilize the enormous resources of these men, who will number a million over the next 4 years. Only when we make massive efforts to resolve and grapple directly with the most fundamental problems facing our less advantaged people—their need for full and fair educational, employment, housing, and political opportunities—will we truly be securing for our Nation the indispensable values of a democratic society. That to me is what "the needs of our national security" really means.

The two bills—S. 2668 and S. 2700—would strike at these problems in a number of ways.

S. 2668 would provide for a range of supplementary and preparatory programs and services for veterans incident to their full utilization of GI bill education and training benefits. I call it the "PREP" bill because its major feature is to provide for a predischarge education program.

PREP would be aimed at motivating the serviceman to make full use of education and training under the GI bill, and preparing him for it during the last year of his active duty. The Veterans' Administration would pay the basic costs of education or training provided by educational institutions on or near the base. Along with education and training would come guidance counseling and placement assistance, also under the overall responsibility of the VA.

There is an educational institution in the vicinity of all but five of the 423 major military bases in the United States. These figures are contained on a chart which appeared in the Congressional Record on July 23, 1969, and which will be set forth at the conclusion of my opening remarks. I think that these figures and the rest of the data in the table make abundantly clear the enormous potential that the prep program has for providing predischarge education to our servicemen in the last year of their active duty.

PREP is designed to be only a steppingstone or a springboard, not a self-contained unit. Effective implementation through follow-up and job placement is crucial to its success. Although the individual base programs would be designed for the high school dropouts, the bill would not limit enrollments only to them.

The PREP program would work as an adjunct of the Department of Defense transition program, on which we will be hearing testimony this morning. That program represents an admirable first step, but, like so many well-intentioned Government efforts, it is underfunded, understaffed, and also easily sidetracked or stymied by the local base commanders. It now reaches only 15 percent of those who could usefully participate in predischarge training, and among those it does reach, only about 6 percent are the most disadvantaged "preveterans."

I do not wish to leave the impression that it is an easy task to motivate dropouts to drop back in. But the difficulty only makes it more vital to them, and to all of us, that transition programs be vigorously pursued. I believe the Secretary of Defense and the Secretaries of each Service should make clear that education and training of these servicemen to prepare them for the transition to civilian life is necessary to our national security in the sense I have just described.

In the postdischarge period, S. 2668 would also provide a method of financing college preparatory work in other than a secondary school setting. This is designed to offer the most useful and individually flexible program to academically deficient veterans who wish to qualify for higher education. They would be entitled to regular educational assistance allowances for their preparatory work without charge against their entitlement time for regular GI bill benefits.

For the academically deficient veteran who is enrolled in a college course, S. 2668 would provide for direct payment to educational institutions of the costs of providing him with refresher courses, counseling, tutorial, remedial, or other special supplementary assistance.

Both of these features grow out of ideas proposed by Senator Edward Kennedy in S. 2361, of which I am a cosponsor. He has been most helpful in working out these complementary features in S. 2668, which he has cosponsored.

The fourth S. 2668 program concerns another aspect of the provision of special supplementary assistance to eligible veterans. Under this provision, if at least half a veteran's time is devoted to credit courses, his noncredit courses taken to make up an educational deficiency would count toward his entitlement to a full-time allowance. In order to be so eligible for a full-time educational assistance allowance, the veteran would be required to be taking the number of noncredit hours which, when added to the number of credit hours, would equal the usual full-time semester-hour requirement, or the equivalent thereof.

This provision would not apply to any noncredit courses which were being paid for directly by the VA under the second program in this bill.

This provision, for example, would permit a GI bill veteran who wished to change his college major from liberal arts to engineering to take basic mathematics courses which may be prerequisite for engineering and to have those courses count toward establishing his entitlement to a full-time allowance. That would be true even though he was not granted credit for the mathematics courses toward his engineering degree.

The all-out effort to reach the educationally disadvantaged veteran would be culminated by the VA's outreach services program provided for in S. 2700.

Over the last year the Veterans' Administration has made a modest attempt to seek out recently returned veterans, especially the educationally disadvantaged, and to inform them of their veterans' benefits. This program has been carried out under what at best can be described as very scanty legislative authority. I believe it is important that the Congress expressly mandate the Veterans' Administration with responsibility for administering a major outreach program along clearly defined statutory guidelines. That is what S. 2700 would do.

I believe that the figures indicate that the present VA outreach program, carried out largely through 71 U.S. Veterans Assistance Centers, is not doing enough for these veterans it reaches, and that it is reaching far too few veterans.

As I analyze the VA statistics, no more than one-third of the educationally disadvantaged veterans live in areas being served by these so-called USVACs. Clearly many more centers as well as better locations are necessary.

Moreover, VA contact personnel conducted interviews with only about 17 percent of these veterans. And of those interviewed only about 44 percent—that is, 7.5 percent of the total population—have applied for GI bill education benefits. And in all likelihood, one out of five of these applicants will never use their benefits.

These statistics demonstrate dramatically the need for a far more aggressive and comprehensive VA outreach program. It is not enough merely to offer new and improved programs and to increase substantially GI bill allowances—which I strongly favor. For those who most need the benefits are often—by virtue of their disadvantaged backgrounds—least aware of them and least inclined to take advantage of them. Part of the answer, at least, is an aggressive and enlarged program which S. 2700 would establish.

The bill stresses the importance of locating assistance centers in order to serve the greatest number of educationally disadvantaged veterans while at the same time providing adequate outreach service for geographically isolated areas. It places priority on locating centers in neighborhoods rather than downtown business districts.

S. 2700 would charge the Administrator of Veterans Affairs with responsibility for actively recruiting recently returned veterans of the Vietnam era to act in contact capacities at assistance centers. Further, hiring preference would be given to those veterans who were themselves assisted or are being assisted by GI bill education and training assistance benefits.

The bill requires that outreach services for eligible veterans and eligible dependents include advice and assistance on all services and benefits to which they are entitled under Federal, State, or local programs, not just those administered by the VA. The outreach services provided for would also specifically include active job placement assistance And the VA would be charged with ultimate responsibility to determine the effectiveness of these services and to insure follow-through when referrals are made.

Finally, the bill directs the VA to devise the best possible program for reaching and motivating educationally disadvantaged veterans in conjunction with those other departments and agencies in Government who have developed expertise in dealing with such people.

There are two other bills before the subcommittee this morning. S. 2506, and an amendment to it, would alter the present 14 semester hour minimum requirement for payment of a full-time educational assistance allowance. Under the amendment I intend to offer to S. 2506, a student veteran paying full-time tuition at any educational institution would be entitled to a full-time educational assistance allowance upon certification by that institution to the VA that he is being charged full-time rates.

5

I believe that this liberalization will be of benefit to many veterans who, because of academic deficiencies or the need to work, carry less than a 14-hour load, yet still pay full-time rates at undergraduate schools.

As so amended, S. 2506 would not apply to veterans attending schools which charge tuition by the credit-hour or to veterans enrolled in tuition-free institutions. The purpose of the S. 2506 amendment is to provide full-time Federal assistance to veterans who are paying a full-time tuition rate for their educations.

I do believe, however, that a thorough restudy of the 14-semester-hour minimum is indicated, and I request Donald E. Johnson, the Administrator of Veterans' Affairs, who will be our first witness this morning, to undertake such a study in coordination with the Commissioner of Education and give me a formal report of their views. It is vital that every effort be made in veterans education legislation and its implementation to provide maximum flexibility for the individual veteran. It would be highly desirable for the VA to consider whether payment of full-time allowances could not be premised on some basis other than a 1-semester minimum number of hours.

Senator Javits' bill, S. 1088, dealing with relocation assistance for veterans seeking employment in other than their home communities, is also under consideration this morning. I expect Senator Javits to comment on that bill in testimony when we reconvene on August 12.

I am delighted to be joined in cosponsorship of S. 2506, S. 2668, and S. 2700 by three former chairmen of this subcommittee: Senator Ralph W. Yarborough, who is chairman of the Labor and Public Welfare Committee and the ranking majority member of this subcommittee; Senator Jennings Randolph; and Senator Edward M. Kennedy. These three measures are also cosponsored by the ranking minority member, Senator Richard S. Schweiker, whose cooperation and valuable contribution to the work of this subcommittee I deeply appreciate.

I regret that Dr. James Allen, Assistant Secretary and Commissioner of Education, Department of Health, Education, and Welfare, who was scheduled to testify this morning will not be able to do so. I was very much looking forward to Dr. Allen's always thoughtful contribution to the work of the subcommittee. I understand the circumstances which prevented his appearance. Dr. Allen will be submitting a statement for inclusion in the record of this hearing.

We expect to receive many other statements for the record, specifically from the AMVETS; the National Association of Collegiate Veterans; the Disabled American Veterans; and the National Association of State Approving Agencies.

At this point in the record, the bills and proposed amendments, as well as all agency reports on them, and the chart pertaining to S. 2668, will be printed in full.

(The material referred to follows:)

91st CONGRESS
1st Session

S. 1088

IN THE SENATE OF THE UNITED STATES

February 19, 1969

Mr. Javits (for himself, Mr. Eagleton, Mr. Hughes, Mr. Murphy, Mr. Nelson, Mr. Randolph, and Mr. Schweiker) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend title 38, United States Code, to provide employment and relocation assistance for veterans.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Veterans' Employment and Relocation Assistance Act of 1969."

Sec. 2. (a) Part III of title 38, United States Code, is amended by adding at the end thereof a new chapter as follows:

"Chapter 42.—VETERANS' EMPLOYMENT AND RELOCATION ASSISTANCE

"Sec.
"2101. Purpose.
"2102. Definitions.
"2103. Entitlement.
"2104. Compilation of necessary data.
"2105. Counseling.
"2106. Administration.
"2107. Relocation benefits.

"§ 2101. Purpose

"It is the purpose of this chapter to accord appropriate recognition to the sacrifices made by eligible veterans in serving their country and to help meet the Nation's economic needs by assisting such veterans who desire meaningful employment to obtain jobs which require skills learned by them while serving in the Armed Forces, and to provide the financial assistance necessary to relocate such veterans in areas where such jobs are available.

"§ 2102. Definitions

"For the purposes of this chapter—

"(1) The term 'eligible veteran' means any veteran who is eligible for education and training benefits under chapter 34 of this title and who is discharged on or after the effective date of the Veterans' Employment and Relocation Assistance Act of 1968.

"(2) The term 'home' means the home of record of the veteran, as indicated in his military record, at the time of his discharge.

"§ 2103. Entitlement

"Any eligible veteran who seeks meaningful employment, on-the-job training, or apprenticeship training commensurate with the skills and training he has acquired during his period of military, naval, or air service and who is unable to obtain such employment, on-the-job training, or apprenticeship training near his home shall be entitled to the employment and relocation assistance provided for under this chapter.

"§ 2104. Compilation of necessary data

"(a) The Secretary of Labor shall establish within the United States Employment Service of the Bureau of Employment Security of the Department of Labor a Veterans' Employment and Relocation Assistance Center (hereinafter in this chapter referred to as the 'Relocation Center'). It shall be the function of the Relocation Center to compile and maintain comprehensive lists of available job opportunities and on-the-job and apprenticeship training opportunities available throughout the Nation and the education, training, and skills required for such opportunities. Each local United States Employment Service office shall periodically compile such a list with regard to the job opportunities and on-the-job and apprenticeship training opportunities available in the particular area served by such office and shall transmit such list to the Relocation Center. Such lists shall be maintained on an up-to-date basis.

"(b) (1) The Secretary of Labor, using every appropriate facility, shall collect and compile information regarding education, training, and skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the placement activities carried out under this chapter. The Secretary of Labor shall also place high priority on maintaining in current status the Dictionary of Occupational Titles. The Secretary shall give the highest priority to performing the duties prescribed by this section and shall place particular emphasis on identifying and publishing information relating to those occupations, skills, industries, and geographic areas in which the supply of qualified workers is insufficient to meet existing and foreseeable future needs.

"(2) As soon as practicable after he has collected and compiled the information described in paragraph (1) of this subsection, the Secretary of Labor shall transmit such information to the Relocation Center and the Relocation Center shall utilize such information in carrying out the provisions of subsection (a) of this section.

"(c) The Secretary of Defense shall cause to be compiled at least once each calendar month a list of persons discharged or released from active duty (and who will be eligible veterans), the home of record of each such person, and any special education, training, or skill such person may possess, including his military occupational specialty (both primary and secondary). Such lists shall be transmitted to the Relocation Center for use in carrying out the provisions of this chapter.

"§ 2105. Counseling

"(a) Each member of the Armed Forces shall be advised immediately prior to his discharge or release from active duty of the services available to him under this chapter.

"(b) Each local office of the United States Employment Service shall contact each eligible veteran returning to the area served by such office within a period of sixty days after his discharge or release from active duty and inform such veteran of the employment, training, and relocation assistance available to him under this chapter. Special attention shall be directed by the local offices of the United States Employment Service to eligible veterans who are underskilled or who reside in areas of high unemployment.

"(c) Whenever an eligible veteran does not possess any special training or skill to qualify him for appropriate employment in civilian life, he shall be advised of training opportunities available to him, including, but not limited to, on-the-job training and apprenticeship training.

"§ 2106. Administration

"(a) An eligible veteran may make application for assistance from the Relocation Center at any time within 90 days following the date of his discharge or release from active duty.

"(b) The appropriate local office of the United States Employment Service shall undertake to match the particular qualifications of an eligible veteran with an available job, on-the-job training opportunity, or apprenticeship opportunity which is commensurate with such qualifications of the veteran. If no such opportunity is available in the home area of the veteran, the local United States Employment Service office shall obtain from the Relocation Center a listing of jobs, on-the-job training, and apprenticeship opportunities available in other parts of the Nation which are commensurate with the veteran's qualifications or vocational objective and shall direct the veteran to such opportunities. Every effort shall be made to place the veteran as close to his home area as practicable.

"(c) Whenever the local office of the United States Employment Service has matched an eligible veteran with an available job or on-the-job training or apprenticeship opportunity, such office shall, at the request of either party, arrange for an interview between such veteran and the prospective employer or the training or apprenticeship program director, as the case may be. In each case the local office concerned shall ascertain whether or not (1) the interview was conducted, (2) a job, training, or apprenticeship offer was made to the veteran, and (3) the offer was accepted by the veteran.

"(d) An eligible veteran shall not be obligated to accept any offer of a job, training, or apprenticeship made to him, and a refusal of any such offer for a satisfactory reason, as determined in regulations prescribed by the Administrator, shall not disqualify such veteran for additional assistance under this chapter. If a veteran refuses a job, training, or apprenticeship offered to him through assistance under this chapter without a satisfactory reason therefor, such veteran shall be ineligible for further assistance under this chapter. No veteran shall be eligible for assistance in obtaining a job, training, or apprenticeship if he has refused offers of such jobs, training, or apprenticeship made available to him under this chapter on three occasions.

"(e) Unless otherwise provided in this chapter, the provisions of this chapter shall be carried out through the local United States Employment offices in the several States. The Secretary of Labor and the Administrator shall consult and cooperate in the administration of this chapter.

"§ 2107. Relocation benefits

"(a) The Administrator is authorized to pay the reasonable travel expenses, including per diem for food and necessary lodging, of any eligible veteran in connection with any interview of such veteran with an employer or training or apprenticeship director arranged by a United States Employment Service office. Such expenses may be paid in advance when necessary to avoid hardship to veterans and their families.

"(b) The Administrator is authorized to pay a reasonable moving allowance to any eligible veteran who accepts a job or training opportunity in an area outside his home area. Such allowance may include (1) reasonable travel expenses for the veteran and his immediate family; (2) reasonable expenses for moving his personal effects and household goods; and (3) reasonable expenses for lodging for not more than a two-week period while seeking housing in the new location."

(b) The table of contents at the beginning of title 38, United States Code, is amended by inserting immediately below

"41. Job Counseling and Employment Placement Service for Veterans .... 2101".

the following:

"42. Veterans' Employment and Relocation Assistance............ 2101".

(c) The table of chapters at the beginning of Part III of title 38, United States Code, is amended by adding at the end thereof a new item as follows:

"42. Veterans' Employment and Relocation Assistance............ 2101".

SEC. 3. The amendments made by the first section of this Act shall become effective ninety days after the date of enactment of this Act.

SEC. 4. There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act.

Veterans' Administration,
Office of the Administrator of Veterans' Affairs,
Washington, D.C., August 13, 1969.

Hon. Ralph Yarborough,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: This will respond to your request for a report from the Veterans Administration on S. 1088, 91st Congress, a bill "To amend title 38, United States Code, to provide employment and relocation assistance for veterans."

The purpose of the bill is to assist veterans who desire meaningful employment to obtain jobs which require skills learned by them while serving in the Armed Forces, and to provide the financial assistance necessary to relocate such veterans in areas where such jobs are available.

The bill would amend part III of title 38, United States Code, by adding at the end thereof a new chapter 42 entitled "Veterans' Employment and Relocation Assistance." The benefits provided by the bill would be available to veterans eligible for education and training benefits under chapter 34 of title 38, United States Code. It would require the Secretary of Labor to establish a Veterans' Employment and Relocation Assistance Center within the United States Employment Service of the Bureau of Employment Security of the Department of Labor. This center would collect and compile information about employment and training opportunities on a national basis. It would also require the Secretary of Defense to compile monthly a list of persons who are to be discharged, together with the location of their home of record and the special education, training, and skills which the person being discharged from the service may possess. The bill would seek to establish a mechanism whereby the skills of the person being discharged from service would be matched with existing employment and training opportunities available on a nation-wide basis.

S. 1088 envisions matching discharged eligible veterans' skills with employment and training opportunities nearest their homes; however, mobility, where necessary, would be provided veterans through a system of financial assistance. The bill makes provision for the Veterans Administration to pay in advance the reasonable travel expenses of each veteran for whom the United States Employment Service has arranged a job interview at a place other than his home area. If the veteran accepts an employment or training opportunity in an area away from his home area, the Administrator is authorized to pay a reasonable moving allowance to include travel expense for the veteran and his family, moving expense for his personal effects and household goods, and reasonable expense for temporary lodging for not more than a two-week period while seeking lodging at the new location.

The Department of Labor which would be most affected by this proposed legislation has stated that its experience shows there are two types of returning veterans insofar as employment needs are concerned. The first type would include a limited number of veterans who are "job ready" or fully competitive in the job market possessing skills and training that are in demand. However, the second type of returning veterans, comprising the great majority, have not yet realized their full employment potentials and need intensive counseling, testing, and training to prepare them for job referrals that are not "dead end" but offer the opportunity for upward progress. Our experience, thus far, indicates that more often than not service-acquired skills are not the ones that utilize the full potential of the individual concerned.

The Veterans Readjustment Benefits Act of 1966 and the new programs subsequently added which are administered by the Veterans Administration are designed to provide the additional training which will develop the veteran's maximum potential. In connection with the implementation of these programs a comprehensive nation-wide effort to establish United States Veterans Assistance Centers has been initiated and completed. The mission of this program is to provide recently separated veterans with an integrated Federal and other agency assistance program to enable veterans to attain the highest possible educational achievement and a rapid social and economic readjustment to civilian life. The Centers are staffed by employees of the Veterans Administration and, in addition, some of them have representatives from the Department of Labor and the United States Civil Service Commission participating on a full-time and/or part-time basis. Where multi-agency staffing is not feasible, personalized referral systems are in effect. Other pertinent Federal agencies are available for assistance as needed. State and city agencies and local civic groups interested in veterans' programs may also participate. These Veterans Assistance Centers include in their service assistance to veterans in obtaining suitable employment on a regional basis.

The Department of Defense is now engaged in detailed planning for the establishment of a computer facility to record the skills and employment interests of retiring military personnel. This information would be available to interested employers in both the public and private sectors. We are advised that this project is being coordinated with the Department of Labor and has the potential for expansion to include all separatees. This, in effect, would accomplish the skill-job banks as envisioned in S. 1088.

The principal thrust of the bill is to establish a new organization within the Department of Labor and to charge it with the administration of certain concepts as outlined above. The roles of the Veterans Administration are to determine who is an eligible veteran, to provide financial assistance to enable veterans to travel to interviews arranged by the Employment Service, and to pay the relocation expense of veterans who move as a result of the efforts by the Employment Service.

The subject of providing an effective means to assist returning servicemen in readjusting to civilian life is not only one of the most important items in the veterans' benefits structure, but, at this time, is crucial to the welfare of our country. This is a matter of great concern to the President. On June 5 when he announced that he was nominating me to be Administrator of Veterans Affairs, he also announced that he was appointing the President's Committee on the Vietnam Veteran. I was designated Chairman. The other members named were the Secretaries of Defense, Labor, and Health, Education and Welfare, the Postmaster General, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission. The President gave the Committee specific orders to study the G.I. educational assistance program to find new ways to motivate Vietnam veterans so that they can come back and be competitive with their contemporaries who did not serve in the Armed Forces.

Certainly, the matter of assisting veterans who desire meaningful employment to obtain jobs which require skills learned by them while serving in the Armed Forces will be included in the study to be conducted by the President's Committee on the Vietnam Veteran. Since the major portion of S. 1088 would be under the jurisdiction of the Department of Labor, it is appropriate that the Secretary of Labor serves on that Committee. Accordingly, I recommend that your Committee defer consideration of S. 1088 until the President's Committee has had an opportunity to make its study and submit its recommendations.

We are unable to estimate the cost to the Government of the proposal because of the absence of usable data regarding the cost of the proposed activities of the Departments of Labor and Defense, and the uncertainty as to the number of such employment and training interviews and relocations that may occur. It appears probable that the cost would be substantial.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

F. B. RHODES,
Deputy Administrator
(For and in the absence of Donald E. Johnson, Administrator).

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 13, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your requests of February 24, July 1, July 22 and July 25 for the views of the Bureau of the Budget on four bills. These bills are S. 1088, "To amend title 38, United States Code, to provide employment and relocation assistance for veterans," S. 2506, "To reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38, United States Code," (and a proposed amendment), S. 2668, "To amend chapter 34 of title 38, United States Code, to provide additional education and training assistance to veterans and to provide for a predischarge education program," and S. 2700. "To amend chapter 3 of title 38, United States Code, in order to provide for a veterans outreach services program in the Veterans Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment, and for other purposes."

The Administrator of Veterans Affairs has already testified before your Committee. In his statement, the Administrator indicated with respect to S. 1088, S. 2668, and S. 2700 that these bills were intimately related to the study which the President asked his Committee on the Vietnam Veteran to undertake. The Assistant Secretary of Labor for Manpower also made this point in his testimony before your Committee concerning S. 1088. In view of this we recommend that your Committee defer action on S. 1088, S. 2668 and S. 2700 until the President's Committee has completed the study and the President has had an opportunity to review it and make appropriate recommendations.

S. 2506 would reduce from 14 to 12 the minimum number of credit hours that a veteran must carry as an undergraduate in an institution of higher education in order to qualify for full-time veterans educational assistance. The proposed amendment to S. 2506 would leave the current full-time definition of 14 hours unchanged, but would authorize the Veterans Administration to pay full-time benefits if a different minimum is certified by a college or university as a full-time course.

The Veterans Administration has indicated it has no objection to the proposed amendment to S. 2506, but that it should be extended to veterans' dependents as well. We concur in the Veterans Administration's comments and have no objection to the enactment of S. 2506 if amended as suggested by the Veterans' Administration.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE,
Washington, D.C., August 18, 1969.

Hon. RALPH W. YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to your request to the Secretary of Defense for the veiws of the Department of Defense with respect to S. 1088, 91st Congress, a bill "To amend title 38, United States Code, to provide employment and relocation assistance for veterans."

The title of the bill states its purpose.

The Committee on the Vietnam Veteran set up by the President, under the chairmanship of the Administrator of Veterans Affairs and including the Secretary of Defense, Secretary of Labor, Secretary of Health, Education and Welfare, the Director of the Office of Economic Opportunity and the Chairman of the Civil Service Commission, has as its responsibility a report to the President "on the present stage of benefits for returning veterans and recommendations on how these provisions can be improved or redirected."

The President's Committee has been reviewing a variety of proposals to assist Vietnam veterans and best meet their needs and those of our nation. The problem faced by the Committee is the careful evaluation, selection and development from among the many proposals before it, those items which best fit into an integrated program which can most effectively accomplish this task.

In view of the foregoing, the Department of Defense recommends that action on S. 1088 be deferred pending the preparation of a report by the President's Committee and the development of the Administration's recommendations after review of that report.

The Bureau of the Budget advises that, from the standpoint of the Administration's program, there is no objection to the presentation of this report for the consideration of the Committee.

Sincerely,

L. NIEDERLEHNER,
Acting General Counsel.

91st CONGRESS
1st Session

S. 2506

IN THE SENATE OF THE UNITED STATES

June 30, 1969

Mr. Cranston introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38, United States Code.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 1684 (a) (3) of title 38, United States Code, is amended by striking out "fourteen" and inserting in lieu thereof "twelve".

II

91st CONGRESS
1st Session

S. 2506

IN THE SENATE OF THE UNITED STATES

July 24, 1969

Referred to the Committee on Labor and Public Welfare and ordered to be printed

---

AMENDMENT

Intended to be proposed by Mr. Cranston to S. 2506, a bill to reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38, United States Code, viz:

On page 1, beginning on line 4, strike out all that follows after the word "amended" and insert in lieu thereof the following: "by inserting immediately before the period at the end thereof the following: '; except that where such college or university certifies, upon the request of the Administrator, that full-time tuition is charged to all undergraduate students carrying a minimum of less than fourteen semester hours or its equivalent, then such certified minimum shall be considered a full-time course' ".

Amdt. No. 105

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., August 13, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans Administration on S. 2506, 91st Congress, a bill "To reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38, United States Code."

S. 2506, as introduced, would amend section 1684(a)(3) of title 38, United States Code, to reduce from 14 to 12 the minimum number of semester hours that a veteran must carry in a higher education undergraduate course in order to qualify for full-time educational assistance benefits under chapter 34 of title 38.

We have also been requested to comment on an amendment (No. 105) to S. 2506, in the form of a substitute, which would amend section 1684(a)(3) of title 38, United States Code, by inserting immediately before the period at the end thereof the following language: "; except where such college or university certifies that a minimum of less than fourteen semester hours or its equivalent constitutes a full-time institutional undergraduate course offered by such college or university and requires full-time tuition payment for all students similarly circumstanced, then such certified minimum shall be considered a full-time course."

The effect of the amendment would be to leave the present 14-hour standard unchanged, but permit an exception allowing the Veterans Administration to pay full-time benefits on the different minimum certified by the college or university as a full-time course. We will comment on both the original bill and the substitute amendment.

Historically, Congress, in enacting the World War II G.I. bill (Public Law 346, 78th Congress), did not set any standard for the measurement of a full-time institutional undergraduate course. The Veterans Administration, in February, 1945, issued VA Instruction No. 2, determining administratively that 12 semester hours would be considered as the minimum course load to qualify for payment of full-time Veterans Administration educational benefits. This measurement question was examined carefully by the Congress when the Korean conflict G.I. bill was considered. It was determined that a measurement of 14 semester hours was fair and equitable and this figure was adopted when the Korean G.I. bill was enacted into law (Public Law 550, 82nd Congress). This 14-hour figure has remained unchanged since that time.

It is pertinent to point out here that a World War II veteran could earn as much as 48 months of educational assistance entitlement. With the establishment of 12 semester hours to qualify for payment of full benefit, the veteran who took this lighter scholastic load not only received maximum payment over a longer period of time, but was able to engage in employment while in pursuit of his degree. On the other hand, Congress, in the enactment of the Korean and subsequent G.I. bills, has provided for a maximum of 36 months of educational assistance entitlement. The 36 months maximum was not provided by coincidence, but through careful consideration of the experience gained under the World War II G.I. bill.

The majority of colleges operating on a semester credit hour basis require 120 credit hours of undergraduate work in order to earn a degree. To attain the degree within four academic years would require a student to take an average of 15 credit hours per semester. However, the elapsed time spent in classroom attendance will approximate slightly less than three full chronological years or under thirty-six months. A veteran, who consistently carried the minimum 14 hours per semester, would receive full educational allowances, but would lack the requisite credit hours for graduation at the end of four academic years. Because of the provisions of section 1661(b) of title 38, United States Code, the veteran would still have sufficient remaining entitlement to qualify for the extended benefits under that section, and thus he would be assured of continued educational assistance through the final semester.

It is estimated that enactment of S. 2506, as originally introduced, would result in an additional, first-year cost of $1,301,000 and a total 5-year cost of $7,176,000. This estimate assumes although the bill does not mention it, commensurate reduction of hours in part-time training. A detailed estimate and discussion of these estimated additional costs is set out in the enclosed tables.

Notwithstanding the historical development as noted above, we recognize that the current educational climate across the nation has been taking a dynamic turn in response to the recognition of technological and sociological changes. As a result, the four-year collegiate program of the past no longer meets the educational needs of the undergraduate student of today. For this reason, more flexible programs of education are being structured. Although 15 semester hours, or its equivalent, may still be considered a normal course load and pursuit at this level for four academic years will earn an undergraduate student a degree, this standard is not followed by many institutions in the measurement of a full-time student. This classification today is often linked to assessment of tuition and fees. This results in requiring full payment of tuition and fees even though the student is enrolled for less than a normal 15 semester hour load. Many institutions today have established 12 semester hours as the demarcation line between full-time and part-time students. This 12-hour standard of measurement has been occasioned by reporting requirements established by other Federal agencies such as the Department of Health, Education and Welfare and Selective Service, whereby full-time students are counted as those carrying at least 75% of a normal student-hour load (15 semester hours). Therefore, the current Veterans Administration standard of 14 semester hours bears re-examination in light of these changes.

The concept of the number of minimum hours required to consider a student to be in full-time attendance is, we believe, properly a province of the colleges and universities and not the Veterans Administration. Where these institutions, after due deliberation of all facets involved, have set their standards, Veterans Administration educational assistance allowances should be accorded to the Veterans commensurate with the institutions' certified level of course pursuit. A revision of the Veterans Administration standard for measurement of course pursuit can prove beneficial to the veterans.

This would permit them, when beginning their college education, to receive full Veterans Administration allowances, although their enrollments could be for less than the current 14 semester hours. Thus, they can be granted additional time which will greatly aid in the process of their adjusting to this new and different educational environment. It could be expected that this would reduce the academic mortality rate for veterans in their freshman year. Furthermore, this would permit veterans at any time, where the institutions so permit, to reduce their course load, when such is found necessary, and still be assured of full-time support. It can also be expected that some veterans will be able to be gainfully employed and thus provide additional financial support for their education. We believe that the veteran returning to educational pursuits will fully exercise his maturity and will not abuse a privilege so granted and wastefully expend his entitlement.

We believe that the language of the substitute under which a college or university would certify that a minimum of less than 14 semester hours constitutes a full-time undergraduate course requiring full-time tuition payment by all students, will serve as a greater safeguard against abuse, and would therefore be preferable to the language of the original bill. For the foregoing reasons, we would have no objection to the favorable consideration of the amended bill by your Committee.

Since the amended bill is directed only to the definition of full-time training, the estimated first-year cost would be $625,000, and the first 5-year cost would total $3.6 million, as detailed in paragraph 1 of the enclosure.

We would suggest, if favorable action is taken on the amended bill, that the Committee, at the same time, give consideration to a similar provision applying to the dependents of veterans. This could be accomplished through an amendment to section 1733(a)(3) of title 38. With respect to those veterans pursuing vocational rehabilitation training, no legislative action would be necessary to grant similar benefits to them since the Administrator, under section 1504(d) of title 38, United States Code, already has the authority to define full-time and part-time training.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

F. B. RHODES,
Deputy Administrator,
(For and in the absence of
Donald E. Johnson, Administrator).

COST ESTIMATE, S. 2506, 91ST CONGRESS, AS INTRODUCED

1. The number of veterans that would be affected in full-time training at current rates is as follows:

Fiscal year	Three-quarter time to full-time training: Trainees affected	Three-quarter time to full-time training: Estimate of increased cost of direct benefits
1970	22,000	$625,000
1971	22,400	694,000
1972	24,800	763,000
1973	25,500	755,000
1974	25,900	767,000
5-year total		3,604,000

2. The bill does not mention commensurate reduction of hours in part-time training. If this was intended, the following additional cost estimates would be included:

	Half-time to three-quarter time training: Trainees affected	Half-time to three-quarter time training: Estimate of increased cost of direct benefits
Fiscal year:		
1970	15,500	$483,000
1971	16,500	511,000
1972	17,500	541,000
1973	18,000	556,000
1974	18,300	564,000
5-year total		2,655,000

	Less than half-time to half-time training: Trainees affected	Less than half-time to half-time training: Estimate of increased cost of direct benefits
Fiscal year:		
1970	6,900	$166,000
1971	7,400	176,000
1972	7,800	187,000
1973	8,000	192,000
1974	8,200	196,000
5-year total		917,000

3. The total number of trainees affected and estimated costs if part-time as well as full-time training hours are reduced is as follows:

	All undergraduate training	
	Undergraduate trainees affected	Estimate of increased cost of direct benefits
Fiscal year:		
1970	44,400	$1,301,000
1971	46,300	1,381,000
1972	50,100	1,464,000
1973	51,500	1,503,000
1974	52,400	1,527,000
5-year total		7,176,000

The above estimates do not provide for the cost of additional trainees who might be attracted to training because of the decrease in hours, nor does it provide for an increase that might occur from trainees who might train for one or more additional enrollment periods before attaining their educational objective.

91st CONGRESS
1st Session

S. 2668

IN THE SENATE OF THE UNITED STATES

July 18, 1969

Mr. Cranston (for himself, Mr. Kennedy, Mr. Randolph, Mr. Schweiker, and Mr. Yarborough) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend chapter 34 of title 38, United States Code, to provide additional education and training assistance to veterans and to provide for a predischarge education program.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That—

(a) section 1678 (a) of title 38, United States Code, is amended—

(1) by striking out "or' at the end of clause (1);

(2) by striking out "secondary school" in

clause (2), and inserting in lieu thereof "education or"; and

(3) by adding "or" at the end of clause (2).

(b) section 1678 (c) of title 38, United States Code, is amended to read as follows:

"(c) In the case of any eligible veteran who is enrolled in and pursuing a course of education or training at an educational institution and who, because of a deficiency in his education or training, needs one or more refresher courses, counseling, tutorial, or remedial assistance, or some other form of special supplementary assistance in order to successfully pursue such program, the Administrator shall pay the educational institution concerned for providing such veteran with the special assistance required. The amounts which may be paid to any educational institution for special assistance provided any veteran under this subsection and the terms and conditions under which such assistance may be provided any veteran shall be prescribed in regulations issued by the Administrator after consultation with the Commissioner of Education."

(c) Section 1678 of such title is further amended by adding at the end thereof a new subsection as follows:

"(d) The educational assistance allowance authorized by subsection (b) of this section and the amount paid to any educational institution under subsection (c) of this section shall be paid without charge to any period of entitlement the veterans may have earned pursuant to section 1661 (a) of this title."

SEC. 2. Section 1684 (a) of title 38, United States Code, is amended by adding the following immediately below clause (3): "Notwithstanding the provisions of clause (3), a veteran shall be considered to be pursuing a full-time course at a junior college, college, or university if he is carrying a total of fourteen or more semester hours, or the equivalent thereof, and if (A) credit is granted toward a standard college degree for not less than half the number of those hours, (B) the veteran is carrying one or more courses which are not paid for pursuant to section 1678 (c) of this title and for which no credit is granted toward such a degree but he is required to take such course or courses because of a deficiency in his education, and (C) the number of such hours for which no credit is granted, when added to the number for which credit is granted, equals not less than fourteen semester hours, or the equivalent thereof."

SEC. 3. (a) Chapter 34 of title 38, United States Code, is amended by adding at the end thereof a new subchapter V as follows:

"SUBCHAPTER V—PREDISCHARGE EDUCATIONAL PROGRAM

"§ 1691. Purpose

"The purpose of this subchapter is to assist veterans to prepare for their further education or training or for a vocation by providing them with a program of education or training prior to their discharge from active duty with the Armed Forces. The program provided for under this subchapter shall be known as the predischarge educational program (Prep).

"§ 1692. Definition

"For the purposes of this subchapter, the term 'eligible person' means any person serving on active duty with the Armed Forces who (1) has served on active duty not less than one full year, and (2) has twelve months or less active duty service remaining prior to the time he is expected to be discharged or released from active duty, as certified to the Administrator by the Secretary concerned.

"§ 1693. Predischarge educational program

"(a) The Administrator under such regulations as he shall prescribe jointly with the Secretary of Defense and the Commissioner of Education, shall pay the education and training expenses (including the cost of determining suitability for enrollment, job placement, and career guidance, and books and supplies furnished to the eligible person by the institution) for any eligible person who enrolls in and pursues a course of education or training offered by an educational institution if such course of education or training is required for or preparatory to any program of education or training or any vocation such eligible person intends to pursue after his discharge or release from active duty with the Armed Forces.

"(b) The Administrator shall in no event pay more than $150 per month for any course of education or training pursued by any eligible person.

"(c) The cost of any education or training course paid for by the Administrator under this subchapter shall be paid directly to the educational institution furnishing such course.

"(d) In no event shall education or training expenses be provided to any eligible person for any period in excess of twelve months.

"§ 1694. Approved educational courses and institutions

"The Administrator shall pay the expenses of a course of education or training pursued by an eligible person under this subchapter only if such course and the educational institution providing such course have been approved, without regard to section 1675, by the Administrator in accordance with regulations issued jointly by the Administrator, the Secretary of Defense, and the Commissioner of Education. The Administrator shall not approve the enrollment of an eligible person in any type of course under this subchapter if enrollment therein would be required to be disapproved for an eligible veteran under subsections (a), (b), and (c) of section 1673 of this title.

"§ 1695. Educational and vocational guidance

"The Administrator shall be responsible for arranging for and coordinating educational and vocational guidance and job placement assistance to persons eligible for education and training under this subchapter.

"§ 1696. Effect on educational entitlement and benefits

"(a) The educational or training assistance authorized under this subchapter shall be paid without charge to any period of entitlement an eligible person may earn pursuant to section 1661 (a) of this title.

"(b) No person shall be eligible to receive educational benefits under this subchapter for any period for which he is receiving an educational assistance allowance under subchapter IV of this chapter."

(b) The table of sections at the beginning of chapter 34 of title 38, United States Code, is amended by adding at the end thereof the following:

"SUBCHAPTER V—PREDISCHARGE EDUCATIONAL PROGRAM

"1691. Purpose.
"1692. Definition.
"1693. Predischarge educational program.
"1694. Approved educational courses and institutions.
"1695. Educational and vocational guidance.
"1696. Effect on educational entitlement and benefits."

SEC. 4. Section 1681 (a) of title 38, United States Code, is amended by inserting "(except subchapter V)" immediately after "this chapter."

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., August 12, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans Administration on S. 2668, 91st Congress, a bill "To amend chapter 34 of title 38, United States Code, to provide additional education and training assistance to veterans and to provide for a predischarge education program."

S. 2668 has as its purpose the providing of special educational and training aid for both veterans and servicemen with its primary aim to aiding of those persons from disadvantaged backgrounds who have educational deficiencies restricting their pursuit of vocational training or higher education.

Section 1 of the bill would amend section 1678 of title 38, United States Code, to allow veterans needing refresher or deficiency courses to take them at an appropriate institution such as a junior college or university offering college preparatory aid. It would also provide that in cases where veterans need such refresher or deficiency courses that the Veterans Administration would pay directly to such institutions the costs of providing such assistance to these veterans. Payments would be made pursuant to regulations which are to be prescribed by the Administrator of Veterans Affairs after consultation with the Commissioner of Education. These payments are to be made without charge against any entitlement the veteran may earn pursuant to section 1661(a) of title 38.

Section 2 of the bill amends section 1684(a) of title 38 to allow the counting of noncredit deficiency courses toward a determination of the number of semester hours required for full-time Veterans Administration benefits. This provision, however, would not apply to any noncredit courses being paid for directly by the Veterans Administration under section 1 of the bill.

Section 3 of the bill adds a new subchapter V to chapter 34 of title 38 to set up a new predischarge educational program for servicemen. Under this proposal, the Veterans Administration would be authorized to pay directly to an educational institution an amount not to exceed $150 per month per individual to cover the expenses of providing educational assistance to certain servicemen. To be eligible, the serviceman must have served in the Armed Forces for at least one year and also must be eligible for discharge within 12 months. The benefit would be granted only where the course of education or training the serviceman wishes to take is one which is preparatory to a program of education or training he intends to pursue subsequent to his discharge. The courses and institutions would be subject to approval under regulations prescribed jointly by the Administrator, the Secretary of Defense and the Commissioner of Education. The courses would also be subject to disapproval by the Administrator under the authority contained in section 1673 of title 38 which pertains to avocational, recreational and similar types of courses. The benefits granted by this section of the bill would not be charged against any entitlement the individual earns under section 1661(a) of title 38. In addition, these benefits would not be payable where a serviceman is already receiving an educational assistance allowance under any other provisions of the GI bill.

Section 4 of the bill merely inserts a technical change in section 1681(a) of title 38 to reflect the exception on educational assistance allowance computation set forth in section 3 of the bill.

We do not have a basis for making a firm estimate of the numbers of persons who might utilize the additional benefits which would be provided by this bill, or the cost of administering such benefits. However, for purposes of considering the possible impact of the several separate benefits proposed, we offer the following estimates:

(*a*) The rates of cost for each 1000 trainee years (12 months continuous training for one individual) for the additional trainees who might be attracted by the proposed benefits, are as follows:

(1) For predischarge educational program trainees, the direct benefits cost is likely to approximate the maximum allowed, or $1.8 million per 1000 trainee years.

(2) For other additional trainees, the direct benefits cost, based upon current education allowance rates, is likely to approximate $1.6 million per 1000 trainee years. Of course this amount would be increased by any increase made in the current allowance rates.

(*b*) In addition to the usual administrative costs for the additional trainees, there would be the added cost of negotiating rates of payment which the Veterans Administration would make to participating PREP schools and to schools which provide the additional benefits to be made available to disadvantaged trainees. It is likely that this administrative cost would be at least $80,000 per 1000 trainee years.

It is my view that this bill would establish new and novel programs which would require coordination among several agencies. While the purpose is extremely worthwhile, the actual mechanics of the measure will require further study, both as to the effects and workability.

In my testimony before the Subcommittee on Veterans' Affairs of your Committee on June 24, 1969, I discussed the President's concern regarding this important problem of providing an effective means to assist returning servicemen in readjusting to civilian life and the fact that this subject would be one of the major matters to be considered by the President's Committee on the Vietnam Veteran. Our Committee is striving to complete its study and prepare a report in as short a time as possible. I can assure you that the provisions of this bill will receive careful attention by the President's Committee.

For the foregoing reasons, I recommend that your Committee defer consideration of S. 2668 until the President's Committee has completed its study and made its report.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON,
Administrator.

OFFICE OF ECONOMIC OPPORTUNITY,
EXECUTIVE OFFICE OF THE PRESIDENT,
Washington, D.C., August 15, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: Thank you for requesting our views on S. 2668, which is designed to provide additional educational and training assistance to veterans and to provide for a predischarge education program, and on S. 2700, which would provide for a veterans outreach services program.

The Office of Economic Opportunity is sympathetic to the purpose of these proposals to assist returning veterans, particularly those from disadvantaged backgrounds, to make a satisfactory readjustment to civilian life. However, we do not believe that the enactment of legislation on this subject at the present time would be advisable. As you know, the President, on June 5, 1969, appointed a committee (known as the President's Committee on the Vietnam Veteran) to make a general study of returning veterans, with emphasis on those coming from disadvantaged backgrounds. The purpose of this study is to determine what assistance the veterans of our Armed Services are receiving and what further assistance they may need. This committee, which includes the Director of the Office of Economic Opportunity as one of its members, has not yet completed its study, although it is endeavoring to do so as soon as possible and to submit a comprehensive report to the President. In the course of its deliberations, you may be assured that the committee will give full consideration to both of the proposals on which we have been requested to comment.

Until such time as the President's Committee has completed the task the President has assigned to it, it is our recommendation that consideration of legislation such as is proposed in S. 2668 and S. 2700 be deferred.

The Bureau of the Budget advises that there is no objection to the presentation of this report to the Congress from the standpoint of the President's program.

Sincerely,

ROBERT PERRIN,
Acting Deputy Director.

91st CONGRESS
1st Session

S. 2700

IN THE SENATE OF THE UNITED STATES

July 24, 1969

Mr. Cranston (for himself, Mr. Kennedy, Mr. Randolph, Mr. Schweiker, and Mr. Yarborough) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To amend chapter 3 of title 38, United States Code, in order to provide for a veterans outreach services program in the Veterans' Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 3 of title 38, United States Code, is amended by adding at the end thereof a new subchapter:

II

"SUBCHAPTER IV—VETERANS OUTREACH SERVICES PROGRAM

"§ 240. Purpose; definition

"(a) The Congress of the United States declares that the outreach services program authorized by this subchapter is for the purpose of insuring that all veterans, especially those who are recently separated and those who are eligible for readjustment or other benefits and services under laws administered by the Veteran's Administration and under other governmental programs receive personalized educational, vocational, social services, and job placement assistance with respect to their entitlement to those benefits and services in order to aid them in applying for and obtaining such benefits and services and further education and training or employment and, in the case of veterans, achieving a rapid social and economic readjustment to civilian life and a higher standard of living for them and their dependents. The Congress further declares that the outreach services program authorized by this subchapter is for the purpose of charging the Veterans' Administration with the affirmative duty of seeking out eligible veterans and providing them such necessary assistance in, to the maximum extent possible, one integrated Federal and other agency program through personnel who will be able to communicate with and provide such assistance to the veteran concerned in the most effective and meaningful manner and with the greatest emphasis upon personal contact.

"(b) For the purposes of this subchapter, the term 'other governmental programs' shall include all programs under State or local laws as well as all programs under Federal law other than those authorized by this title.

"§ 241. Veterans assistance centers and outreach services

"(a) The Administrator shall establish and maintain veterans assistance centers at such places throughout the United States, its territories, Commonwealths, and possessions, as he determines to be necessary to carry out the purposes of this subchapter, with due regard for the geographic distribution of recently separated veterans and the special needs of educationally disadvantaged veterans and for providing appropriate outreach services in less populated areas.

"(b) Veterans assistance centers shall seek especially to provide the outreach services to educationally disadvantaged veterans and shall, to the maximum practicable extent, be located in communities where large numbers of those veterans reside rather than in Federal or other business-district office buildings.

"(c) Special efforts shall be made to employ at veterans assistance centers veterans who themselves reside in the community served or similar communities and, where possible, who themselves have received assistance from such centers.

Personnel assigned to such centers shall be selected with major regard to their ability to communicate with and provide the outreach services authorized in this subchapter directly to educationally disadvantaged veterans in the most effective and meaningful manner.

"(d) In carrying out the purposes of this subchapter, the Administrator shall provide all eligible veterans and eligible dependents outreach services, including but not limited to—

"(1) distributing full information regarding all benefits and services to which they may be entitled under laws administered by the Veterans' Administration and to which they are entitled under other governmental programs;

"(2) arranging for and conducting, to the maximum extent possible, person-to-person interviews to explain the above benefits and services and to plan an individual program of education, training, or employment as may be best suited, in the case of a veteran, for rapid social and economic readjustment to civilian life, to the eligible veteran or eligible dependent concerned;

"(3) providing job and other appropriate referrals and job placement assistance when appropriate;

"(4) providing social and other special services necessary to aid them in obtaining maximum assistance from the benefits and services to which they are entitled;

"(5) providing aid and assistance in the preparation and presentation of claims under this title and in connection with any other governmental program; and

"(6) maintaining full records of the outreach services offered and conducting perodic followups to determine the success of this assistance.

"(e) To the maximum extent possible, the Administrator shall initiate the provision of the outreach services authorized in this subchapter to servicemen prior to discharge at military installations, especially those overseas, pursuant to the authority of section 231 of this title.

"§ 242. Coordination with Federal and other agencies

"In carrying out the purposes of this subchapter, the Administrator shall—

"(1) utilize the facilities and services of any other Federal department or agency pursuant to proper agreement with the Federal department or agency concerned;

"(2) cooperate with and use the services of any State or local governmental agency or recognized na-

"(3) where appropriate, make referrals to any Federal department or agency or State or local governmental unit or recognized national or other organization;

"(4) at his discretion, make payment to cover the cost of services either in advance or by way of reimbursement as may be provided by agreement with any such Federal department or agency, State or local governmental unit or other organization;

"(5) at his discretion, furnish available space and office facilities for the use of authorized representatives of such governmental unit or other organization providing services under contract or agreement; and

"(6) conduct studies, in consultation and coordination with the Department of Health, Education, and Welfare, the Office of Economic Opportunity, the Department of Defense, the Department of Labor, the Department of Housing and Urban Development, and the Urban Affairs Council, to determine the most effective program design to carry out the purposes of this subchapter with respect to locating educationally disadvantaged veterans and assisting and motivating them to pursue education and training under this title.

"§ 243. Reports to Congress

"The Administrator shall submit to the Congress not later than September 1 and March 1 each year a report on the activities carried out under this subchapter, each report to include (1) an appraisal of the effectiveness of the programs authorized herein and the degree of cooperation from other Federal departments, agencies, other governmental programs, and service organizations, with particular reference to sections 241 (d) (6) and 242 (6) of this title, and (2) recommendations for the improvement or more effective administration of such programs."

SEC. 2. The table of headings at the beginning of chapter 3 of title 38 is amended by inserting immediately after

"236. Administrative settlement of tort claims arising in foreign countries."

the following:

"SUBCHAPTER IV—VETERANS OUTREACH SERVICES PROGRAM

"240. Purpose; Definition.
"241. Veterans Assistance Centers and Outreach Services.
"242. Coordination with Federal and other agencies.
"243. Reports to Congress."

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., August 12, 1969.

Hon. RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This will respond to your request for a report by the Veterans Administration on S. 2700, 91st Congress, a bill "To amend chapter 3 of title 38, United States Code, in order to provide for a veterans outreach services progam in the Veterans' Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment, and for other purposes."

S. 2700 would amend chapter 3 of title 38, United States Code, in order to provide specific statutory authority for the United States Veterans Assistance Centers and the veterans out-reach program, originally established by Presidential directive in early 1968. The bill would also expand these services with the intent of providing the maximum possible assistance to veterans and their dependents in obtaining Federal, State and local benefits available to them.

More specifically, section 1 of the bill would add a new subchapter IV to chapter 3 of title 38, United States Code. A new section 240 added by this new subchapter would give specific statutory authority to the Veterans Outreach Services Program, already in existence under Presidential directive, with the specific duty of seeking out eligible veterans and providing them with the necessary assistance in receiving the maximum benefits and services available to them under any and all governmental programs. This would include not only all programs administered by the Veterans Administration, but by any other Federal, State or local governmental unit as well.

A new section 241 added by the bill to title 38 would give specific authority to the establishment of Veterans Assistance Centers at such places throughout the United States, its territories, commonwealths and possessions as the Administrator deems necessary to carry out the purposes of the outreach program. Special attention is to be given to the locating of such facilities in those areas which will provide maximum assistance to educationally disadvantaged veterans and to employ at such Centers those veterans who themselves reside in the community served or similar communities, and, where possible, to employ veterans who have received assistance from such Centers. In carrying out the program, the Administrator shall provide all eligible veterans and eligible dependents with services including, but not limited to:

1. Full information concerning all benefits and services to which they may be entitled from the Veterans Administration and from any other Federal, State or local governmental unit as well;
2. Arranging for and conducting person-to-person interviews to the maximum extent possible in order to explain these benefits and to plan individual education, training and employment programs for all such eligible persons;
3. Job guidance and job placement assistance and appropriate references to other Federal, State and local units for various forms of available aid;
4. Social and special services (including such things as health benefit counseling) necessary to aid veterans and dependents in obtaining maximum possible benefits available to them;
5. Assistance in making claims not only for Veterans Administration benefits but for any other Federal, State or local to which they may be entitled; and
6. Maintenance of full records on the services offered and follow-ups to determine the success of the aid rendered.

The Administrator is also directed to provide aid for servicemen prior to their discharge from the Armed Forces, especially those who are overseas.

A new section 242 added to title 38 by the bill directs the Administrator to utilize the services of any Federal, State, local, nationally recognized and other organizations; to make referrals to such units where appropriate; and authorizes him to make payment either in advance or by way of reimbursement for such services, and to furnish available space and office facilities as needed. The Administrator is also directed to conduct studies, in consultation with the Department of Health, Education and Welfare, the Office of Economic Opportunity, and the Departments of Defense, Labor and Housing and Urban Development, as well as the Urban Affairs Council, for the purpose of determining the most effective program design in aiding and motivating the educationally disadvantaged veterans to pursue education and training.

Under a new section 243, the Administrator is required to submit reports to Congress on March 1 and September 1 of each year. Such reports are to include an appraisal of the effectiveness of the programs, the degree of cooperation received from these other departments and organizations, and recommendations for improvement in the effectiveness of the programs.

Section 2 of the bill is technical in nature and merely makes appropriate changes in the table of headings at the beginning of chapter 3 of title 38.

As a technical matter, we note that in the printed copy of S. 2700, on page 5 some words were inadvertently left out immediately following line 22. We have been advised by the Counsel to the Subcommittee on Veterans' Affairs of your Committeee that the following should be inserted at that place: "tional or other organization;".

Concerning the cost estimates on S. 2700, it is anticipated that the first-year cost would be $27.3 million based on the Department of Defense figure of 23% educationally disadvantaged veterans currently being discharged. A detailed estimate of the cost is enclosed.

It is my view that S. 2700, although it does give statutory authority to the Veterans Assistance Centers and the outreach program, does contain certain novel and far-reaching programs which would require coordination among many agencies. While the purpose of the bill is extremely worthwhile, the actual mechanics of the measure will require further study.

In my testimony before the Subcommittee on Veterans' Affairs of your Committee on June 24, 1969, I discussed the President's concern regarding this important problem of providing an effective means to assist returning servicemen in readjusting to civilian life and the fact that this subject would be one of the major matters to be considered by the President's Committee on the Vietnam Veteran. Our Committee is striving to complete its study and prepare a report in as short a time as possible. I can assure you that the provisions of this bill will receive careful attention by the President's Committee.

For the foregoing reasons, I recommend that your Committee defer consideration of S. 2700 until the President's Committee has completed its study and made its report.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report to your Committee.

Sincerely,

DONALD E. JOHNSON, *Administrator*.

Enclosure.

COST PROJECTION, S. 2700

A. Based on anticipated 1,000,000 separatees annually, 23% of whom DOD has indicated are educationally disadvantaged, and the assumption that "face-to-face" interviews will be provided to all "educationally disadvantaged" veterans and to such other veterans who visit our locations seeking assistance, 19,700 educationally disadvantaged per month, at 50 educationally disadvantaged separatees per month per contact representative and one clerical position per four contact representatives.

Total CR's needed	394
Total clerical needed	95
Total staff needed	489
Minus personnel now in program:	
Contact representatives	107
Clerical	43
Total now in program	150
Total additional CR's needed	287
Total additional clerical needed	52
Total positions needed	339
Total funds needed:	
Contact representatives	$3,334,940
Clerical	325,416
Total	3,660,356

B. If we are to provide "face-to-face" interviews with all minority group separatees in addition to the educationally disadvantaged, the projection will be as follows: DOD statistics cite that 1968 minority group accessions over 12.4% of total. This figure varies from year to year. *The Negro Almanac*, Table 7, page 233, cites that 11.3% of the total population is minority group. Proceeding with a rounded figure of 12% minority group separatees.

12 percent of 1,000,000 separatees (per year)	120, 000
Minus 23 percent included in "A" above (per year)	27, 600
Total minority group not included in "A" (per year)	92, 400
Total (per month)	7, 700
7,700 per month at 50 per CR per month and 1 clerical per 4 CR's:	
Contact representatives	150
Clerical	40
Positions needed	194
Annual cost:	
Contact representatives	$1, 789, 480
Clerical	250, 320
Total	2, 039, 800

C. Combining "A" and "B" above: $5,700,156 costs; 533 positions.

D. Staffing for social and other special services at average grade GS–12/3 ($14,281):

	Amount	Number
Social workers	71	$1, 013, 951
Vocational rehabilitation specialists	71	1, 013, 951
Vocational counselors	71	1, 013, 951
Total, special services	213	3, 041, 853

E. Localize USVAC's in Neighborhoods: Thirty USVAC's in neighborhoods: 1,000 average square feet of space each: $134,700 initial space costs per year; $9,360 telephone cost of two business lines at 30 USVAC's at $13 each line per month.

The fact that a USVAC is located in a neighborhood area *does not* reduce need for space at the Federal Building to provide service to majority of veterans living within the metropolitan area and in rural areas.

F. Providing more detailed benefits counseling and assistance in separation centers overseas:

Increased Vietnam positions	10
Established positions in Europe	10
Total positions (GS–10/6 at $11,962)	20

Salary cost, $239,240, 87,600 per diem at $12 per day times 365 by 20.

G. *Staffing for job placement assistance.* Added staffing to provide job placement assistance at 71 USVAC's. Average of two staff employment specialists, GS–9/5 at each USVAC and two clerical employees, GS–4/5 at each USVAC. Total of 284 employees.

Salary costs:	
Employee specialists	$1, 500, 088
Clerical	888, 636
Total per year	2, 388, 724

H. Added staff to conduct studies, coordinate with Federal and other agencies, provide employee training and program development at Central Office, Washington, D.C.:

	Per year
6 positions at GS–13/5 ($17,920)	$107, 520
2 positions at GS–7/5 ($8,659)	17, 318
Contractual service (research)	250, 000
Total	374, 838

I. Offset costs of services provided on a reimbursable basis. No background for estimate. Some of this cost would be offset by proportionate reduction in personnel needs.

Summary of positions and costs:

A—"face-to-face" interview with all educationally disadvantaged:	
Positions	339
Costs	$3, 660, 356
Plus D, social and other special services:	
Positions	213
Costs	$3, 041, 853
Plus E, localize USVAC's in neighborhoods:	
Positions (included in "A" above).	
Costs	$144, 060
Plus F, strengthening overseas assistance:	
Positions	20
Costs	$326, 840
Plus G, providing job placement assistance:	
Positions	284
Costs	$2, 388, 724
Plus H. added central office staff and contractual service (research):	
Positions	8
Costs	$374, 838
A, D, E. F, G, and H total:	
Positions	864
Costs	$10, 656, 388
If "B" is to be included add:	
Positions	194
Costs	*$2, 194, 825
Grand total:	
Positions	1, 058
Costs	*$12, 850, 077

*Includes 7.6 percent fringe benefits.

Effect on other programs of hiring additional contract employees, S. 2700:

624 (CR's and social workers) ×2.35=1,466 other employees:

784 CP&E, at $12,164	$9, 537, 000
30 Loan guaranty, at $10,288	309, 000
490 Administrative, at $6,660	3, 263, 000
162 Finance, at $8,110	1, 314, 000
Total	14, 423, 000

	Positions	Cost
A	339	$3, 660, 356
D	213	3, 041, 853
E	0	144, 060
F	20	239, 240
G	284	2, 388, 724
H	8	374, 838
Total	864	[1] 10, 655, 252

[1] Only total lines include 7.6 percent fringe benefits.

If "B" ("face-to-face" interviews with all minority group separatees is anticipated).

	Positions	Costs
To	864	$10, 655, 252
Add	194	2, 194, 825
Total	1, 058	[1] 12, 850, 077
USVAC/contact employees	1, 058	12, 850, 077
Backup staffing (to process workload generated)	1, 466	14, 423, 000
Total	2, 524	[1] 27, 273, 077

[1] Only total lines include 7.6 percent fringe benefits.

MAJOR DOMESTIC MILITARY INSTALLATIONS SHOWING THOSE WITHIN COMMUTING DISTANCE OF COLLEGES, UNIVERSITIES, OR TECHNICAL SCHOOLS

[*Indicates those presently participating in Transition Program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
ALABAMA						
Anniston Army Depot	Army	28		Anniston		Harry M. Ayers State Technical Trade School.
*Fort McClellan	do	6,910	Malcolm S. Croker	do	137	Do.
*Redstone Arsenal	do	5,122	Paul R. Fisher	Huntsville	80	Oakwood College, University of Alabama in Huntsville, J. F. Drake Technical Trade School.
*Fort Rucker	do	11,555	William W. Smith	Dothan	427	Enterprise Junior College, Alabama Institute of Aviation Technology.
*Brookley Air Force Base	Air Force	465		Mobile		Carver State Technical School.
*Craig Air Force Base	do	2,220		Selma	19	William R. King State Technical Trade School
*Gunter Air Force Base	do	1,088		Montgomery		Alabama State College, Huntingdon College. Patterson State Technical Trade School.
*Maxwell Air Force Base	do	3,179		do	30	Do.
ALASKA (entire State served by University of Alaska extension)						
Fort Richardson	Army	6,507		Anchorage		Alaska Methodist University.
Fort Wainwright	do	5,237		Fairbanks		University of Alaska.
Fort Greely	do	848		do		Do.
Adak Naval Station	Navy	1,772		Adak		University of Alaska extension.
Adak Naval Communications Station	do	171		do		Do.
Kodiak Naval Station	do	1,016		Kodiak		Kodiak Community College.
Kodiak Naval Communications Station	do	229		do		Do.
Eielson Air Force Base	Air Force	2,802		Fairbanks		University of Alaska.
Elmendorf Air Force Base	do	8,310		Anchorage		Anchorage Methodist University.
ARIZONA						
*Fort Huachua	Army	9,154	James W. Lewis	Tucson	150	University of Arizona Extension Center.
Navajo Army Depot	do	9		Flagstaff		Northern Arizona University.
*Yuma Proving Ground	do	2,269	Harold R. Loftus	Yuma		Arizona Western College.
Yuma Marine Corps Station	Air Force	8,083		Tucson	65	University of Aroizona.
*Davis Monthan Air Force Base	do	5,730		Glendale	37	Glendale Community College.
*Luke Air Force Base	do	2,946		do	16	Do.
*Williams Air Force Base	do	2,946		Chandler	16	Mesa Community College.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[*Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
ARKANSAS						
Pine Bluff Arsenal	Army	85		Pine Bluff		Agricultural, Mechanical & Normal College.
*Blytheville Air Force Base	Air Force	2,703		Blytheville	158	Arkansas State University extension.
*Little Rock Air Force Base	do	6,168		Jacksonville	58	Little Rock University, Philander Smith College.
CALIFORNIA						
Fort Baker	Army	197		San Francisco		Numerous colleges, universities, and technical schools in the San Francisco area.
*Fort Irwin	do	2,157	Harold R. Hall	San Bernardino	77	San Bernardino Junior College.
*Fort MacArthur	do	1,220	Robert G. Rutt	San Pedro		California State College at Long Beach, Long Beach Junior College.
*Fort Ord	do	29,830	Frank D. Barnes	Monterey	1,161	Monterey Junior College.
Presidio of Monterey	do	1,115		do		Do.
Sacramento Army Depot	do	53		Sacramento		Sacramento Junior College, Sacramento State College, University of California at Davis.
*Presidio of San Francisco	do	4,648	Joseph W. Burke, Edwin Kelley	San Francisco	140	San Francisco area.
*Sharpe Army Depot	do	217	Joseph E. Cain, Jr.	Lathrop	28	University of the Pacific, Stockton Junior College, Humphreys College.
Sierra Army Depot	do	158		Herlong		Susanville Junior College.
*Letterman Army Hospital	do	2,088	Bernadine Plamondon	San Francisco	82	San Francisco area.
*Oakland Army Terminal	do	7,041	Edward W. Rader	Oakland	230	Do.
Tracy Depot—Defense Supply Agency	do	30		Tracy		University of the Pacific, Stockton Junior College, Humphreys College.
Barstow Marine Corps Supply Center	Marines	1,128		Barstow		Barstow Junior College.
*Camp Pendleton (including hospital)	do	37,976	Lt. Col. C. C. Hossli	Oceanside	1,000	Oceanside Junior College.
China Lake Weapons Center	Navy	794		San Rafael		College of Marin.
El Centro Naval Air Facility	do	459		El Centro		Imperial Junior College.
Lemoore Naval Air Station	do	4,114		Lemoore		Visalia Junior College.
Moffett Field Naval Air Station	do	1,347		Mountain View		Stanford University, San Jose State College, San Jose City College.
Corona Weapons Laboratory	do	7		Corona		University of California at Riverside.
*El Toro Marine Corps Air Station	Marines	10,051	Maj. R. E. Loughridge	Santa Ana		Santa Ana Junior College.
*Long Beach Naval Station (including hospital, shipyard, and supply center).	Navy	1,848	Lt. Comdr. Harry J. Nelson	Long Beach	600	California State College at Long Beach National Technical Schools.
Los Alamitos Naval Air Station	Navy	972		Los Alamitos		Do.
San Pedro Fuel Depot	do	245		San Pedro		California State College at Long Beach, National Technical Schools, Long Beach Junior College.

Monterey Graduate School	do	2,051		Monterey		Monterey Junior College.
Point Hueneme Construction Center	do	3,685		Oxnard		Ventura Junior College.
Point Mugu Missile Range	do	1,004		do		Do.
*San Diego Naval Station (all units, including Marine Corps Recruiting Depot, Ream Field Air Station, Coronado Amphibious Base, Training Center, Hospital, North Island Air Station).	do	49,396	Lt. Albert H. Benge	San Diego	750	University of California at San Diego, University of San Diego, San Diego State College, San Diego City College.
Alameda Naval Air Station	do	2,102		Alameda		San Francisco area.
Concord Weapons Station	do	154		Concord		Diablo Valley College.
Mare Island Naval Shipyard	do	3,921		Oakland		San Francisco area.
Oak Knoll Naval Hospital	do	1,254		do		Do.
San Francisco Naval Shipyard	do	333		San Francisco		Do.
*Treasure Island Naval Station and Marine Barracks.	Navy Marines	6,145	Lt. Comdr. Rhodell L. Holderby, Capt. W. L. Eberhardt, Jr.	do	1,500 450	San Francisco area.
Oakland Supply Center	Navy	174		Oakland		San Francisco area.
Skaggs Island Naval Security Station	do	375		Sonoma		Sonoma State College.
Stockton Naval Communications Station	do	495		Stockton		University of the Pacific, Humphreys College, Stockton Junior College.
Twenty-Nine Palms Marine Corps Base	Marines	1,982		Twenty-Nine Palms		
*Beale Air Force Base	Air Force	6,307		Marysville	54	Marysville Junior College.
*Castle Air Force Base	do	5,459		Merced		Merced Junior College.
*Edwards Air Force Base	do	3,756		Edwards	45	Lancaster Junior College.
*George Air Force Base	do	5,666		Victorville	82	Victorville Junior College.
*Hamilton Air Force Base	do	4,467		Novato	78	College of Marin.
*Los Angeles Air Force Station	do	1,368		Los Angeles	9	Numerous colleges, universities, and technical schools in Los Angeles area.
*March Air Force Base	do	6,016		Riverside	59	University of California at Riverside.
*Mather Air Force Base	do	5,743		Sacramento	42	Sacramento State College, University of California at Davis, Sacramento City College.
*McClellan Air Force Base	do	5,605		do	86	Sacramento City College, Sacramento State College.
*Norton Air Force Base	do	6,305		San Bernardino	54	San Bernardino Junior College.
*Oxnard Air Force Base	do	1,233		Oxnard	15	Ventura Junior College.
*Travis Air Force Base	do	12,623		Fairfield	197	Vallejo Junior College.
*Vandenberg Air Force Base	do	8,417		Lompoc	79	Santa Maria Junior College.
COLORADO						
*Fort Carson	Army	25,074	James M. Tolstrup	Colorado Springs	1,160	Colorado College, Western Technical College
*Fitzimmons Army Hospital	do	3,080	John Holt	Denver	177	University of Denver.
Pueblo Army Depot	do	24		Pueblo		Southern Colorado State College.
Rocky Mountain Arsenal	do	139		Denver		University of Denver.
*Air Force Accounting and Finance Center	Air Force	409		do		Do.
*Ent Air Force Base	do	4,275		Colorado Springs	51	Colorado College.
*Lowry Air Force Base	do	11,174		Denver	36	University of Denver.
Peterson Air Force Base	do	1,084		Colorado Springs		Colorado College.
CONNECTICUT						
Groton Submarine Base	Navy	3,835		New London		Mitchell, College, University of Connecticut.
New London Underwater Sound Laboratory	do	65		do		Do.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[*Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
DELAWARE						
*Dover Air Force Base	Air Force	9,085		Dover	164	Delaware State College.
DISTRICT OF COLUMBIA						
Army Map Service	Army	141		Washington, D.C.		Numerous colleges, universities, and technical schools in Washington, D.C., area.
Harry Diamond Laboratory	do	23				
Fort Lesley J. McNair	do	546				
*Military District of Washington, Headquarters	do		Miss Dorothy Martin		248	
*Walter Reed Army Medical Center	do	2,200	Robert E. Hynes		[4] 115	
*Naval installations (including Washington Naval Station, Naval Security Station, Naval Research Lab, etc.).	Navy	1,423	Lt. Hercules Michas			
*Bolling Air Force Base	Air Force	2,065			49	
*1005th Special Investigation Group	do	476			15	
*1035th USAF Field Activities Group	do	601			9	
*1070th Medical Service Group	do	16			4	
*U.S. Marine Corps Headquarters	Marines		S. Sgt. J. L. Crumbacker		90	
FLORIDA						
*Jacksonville Air Station	Navy	5,641	Lt. Comdr. F. W. Reynolds	Jacksonville	90	Jacksonville University, Jacksonville School of Technology.
Cecil Field	do	3,785		do		Jacksonville University.
*Key West area naval installations (including Naval Station, Naval Air Station, Fleet Sonar School, and hospital).	do	5,614	Lt. Comdr. E. E. Wiggington	Key West	[4] 110	Florida Keys Junior College.
*Pensacola Air Station	do	8,153	Lt. Comdr. M. F. Caetano	Pensacola	125	University of West Florida, Pensacola Junior College.
Saufley Field	do	507		do		University of West Florida.
Communications Training Center	do	1,971		do		Do.
Mayport Naval Station	do	551		Jacksonville		Jacksonville University.
Panama City Mine Defense Laboratory	do	165		Panama City		Gulf Coast Junior College.
Sanford Naval Air Station	do	991		Sanford		Seminole Junior College.
Whiting Field	do	2,306		Pensacola		Junior Colleges.
Ellyson Auxiliary Air Station	do	1,492		do		University of West Florida.
*Eglin Air Force Base	Air Force	14,368		Valpariso	198	Okaloosa-Walton Junior College.
*Homestead Air Force Base	do	5,811		Homestead	83	University of Miami.

*MacDill Air Force Base	Air Force	7,570		Tampa	86	University of Tampa.
*McCoy Air Force Base	do	4,624		Orlando	43	Orlando Junior College.
*Orlando Air Force Base	do	433		do		Do.
*Patrick Air Force Base	do	3,656		Cocoa Beach	33	Brevard Junior College.
*Tyndall Air Force Base	do	4,365		Panama City		Gulf Coast Junior College.
GEORGIA						
Army General Depot	Army	102		Atlanta		Atlanta University Center.
*Fort Benning	do	44,439	Leonard S. Ozley	Columbus	1,280	Columbus College.
*Fort Gordon	do	31,157	John T. Pollock	Augusta	332	Augusta College.
*Fort McPherson	do	2,723	Rosswell F. Phelps and Charles C. McDaniel.	Atlanta	34	Atlanta University Center, Career Academy Schools, Southern Business University.
*Fort Stewart	do	[1] 10,82[illegible]	William H. Cannady	Savannah	[1] 889	Savannah State College.
Marine Corps Supply Center	Marines	1,795		Albany		Albany Junior College.
Albany Naval Air Station	Navy	692		do		Do.
Athens Naval Supply School	do	675		Athens		University of Georgia.
Atlanta Naval Air Station	do	704		Atlanta		Atlanta University Center, Career Academy Schools, Southern Business University.
Glynco Naval Air Station	do	2,463		Brunswick		Junior College.
Dobbins Air Force Base	Air Force	1,259		Marietta		Kennesaw Junior College.
*Moody Air Force Base	do	2,317		Valdosta	13	Valdosta State College.
*Robins Air Force Base	do	6,271		Macon		Mercer University.
HAWAII						
Note: All military installations in Hawaii are located on the island of Oahu. Army units are Fort Shafter, Schofeld Barracks, and Tripler Hospital. Air Force units are Hickam and Wheeler Air Force Bases. Kaneohoe Marine Base and Pearl Harbor are largest Navy units.	Army Navy Air Force	5,669 11,756 10,687		Note: All military installations in Hawaii are within commuting distance of Honolulu.		University of Hawaii, Electronics Institute of Hawaii, Mid-Pacific Technical Institute.
IDAHO						
*Mountain Home Air Force Base	do	3,059		Mountain Home		
ILLINOIS						
*Fort Sheridan	Army	3,578	W. J. Overocker, Gilbert L. Stewart.	Chicago	317	Numerous colleges, universities, and technical schools in Chicago area.
Granite City Army Depot	do	180		East St. Louis		University of Missouri at St. Louis.
Joliet Arsenal	do	100		Chicago		Chicago area.
Rock Island Arsenal	do	128		Devanport, Iowa		Augustana College Institute of Drafting and Technology.
Savanna Army Depot	do	241		Savanna		Shimer College.
Forest Park Ordnance Station	Navy	37		Chicago		Chicago area.
Glenview Naval Air Station	do	1,252		do		Northwestern University.
*Great Lakes Naval Training Center, hospital, and electronics supply office.	do	31,722	Lt. Comdr. Francis D. Kelly	do	[2] 200	Chicago area.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[*Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
ILLINOIS—Continued						
*Chanute Air Force Base	Air Force	10,749		Rantoul	78	University of Illinois.
Chicago, O'Hare International Airport	do	18		Chicago		Chicago area.
*Scott Air Force Base	do	6,581		Belleville	28	University of Missouri at St. Louis.
INDIANA						
*Fort Benjamin Harrison	Army	2,715	George E. Maynard	Indianapolis	174	Butler University.
Jefferson Proving Ground	do	4		Louisville		University of Louisville.
Crane Naval Ammunition Depot	Navy	67		Bloomington		Indiana University.
Indianapolis Avionics Facility	do	178		Indianapolis		Butler University.
Bakalar Air Force Base	Air Force	25		Columbus		Indiana University extension.
*Grissom Air Force Base	do	3,729		Peru	33	Indiana University at Kokomo.
IOWA						
*Sioux City Air Base	do	1,233		Sioux City		Morningside College.
KANSAS						
*Fort Leavenworth	Army	2,706	Loren L. Hughes	Kansas City	107	University of Kansas at Lawrence.
*Fort Riley	do	13,533	Roger H. Heylin	Junction City	679	Washburn University.
Olathe Naval Air Station	Navy	1,084		Kansas City		University of Missouri at Kansas City.
*Forbes Air Force Base	Air Force	4,488		Topeka	74	Washburn University, Northeast Kansas Area Vocational-Technical School.
*McConnell Air Force Base	do	8,253		Wichita	74	Wichita State University, Friends University, Wichita Area Vocational-Technical School.
KENTUCKY						
Blue Grass Army Depot	Army	10		Lexington		University of Kentucky.
*Fort Campbell	do	26,640	Melvin H. Wagner	Clarksville, Tenn	1,444	Austin Peay State College.
*Fort Knox	do	34,821	James A. Jones	Louisville	1,020	University of Louisville.
Louisville Naval Ordnance Plant	Navy	140		do		Do.
LOUISIANA						
*Fort Polk	Army	29,304	Donald O. Thompson	Alexandria	375	Louisiana State University at Alexandria.
New Orleans Naval Air Station	Navy	1,047		New Orleans		Tulane University, Delgado College.
*Barksdale Air Force Base	Air Force	6,825		Shreveport	67	Louisiana State University at Shreveport, Shreveport Trade School, Centenary College.
*England Air Force Base	do	3,246		Alexandria	47	Louisiana State University at Alexandria.

MAINE						
Brunswick Naval Air Station	Navy	669		Brunswick		Bowdoin College.
Cutler Naval Radio Station	do	112		Bangor		Ricker College.
Winter Harbor Naval Security	do	316		do		University of Maine at Orono.
*Dow Air Force Base	Air Force	1,184		do		Husson College, University of Maine in Orono.
*Loring Air Force Base	do	4,077		Limestone	20	Presque Isle State Teachers College.
*Topsham Air Force Station	do	38		Topsham	7	Bowdoin College.
MARYLAND						
*Aberdeen Proving Ground	Army	8,104	John J. Lichi	Baltimore	183	Note: All military installations in Maryland are within commuting distance of 1 of the numerous universities, colleges, or trade schools in the Baltimore, Washington Salisbury Annapolis, or Hagerstown areas
Fort Detrick	do	810		Frederick		
Edgewood Arsenal	do	1,753		Baltimore		
Fort Holabird	do	2,508		do		
*Fort George G. Meade	do	17,394	Gustaf E. Berglund, David C. Berry.	[illegible]	600	
*Fort Ritchie	do	706	Stanley M. Kupp	do	30	
Naval Ship R. & D., Carderock	Navy	38		Carderock		
Bethesda Medical Center	do	2,156		Washington, D.C		
Annapolis Area Installations (all)	do	6,855		Annapolis		
Naval Air Test Center, Patuxent	do	3,275		Washington, D.C		
Cheltenham Naval Communications Station	do	1,250		do		
White Oak Naval Ordnance Laboratory	do	72		do		
Indian Head Naval Ordnance Station	do	288		do		
Bainbridge Naval Training Center	do	3,891		Baltimore		
*Andrews Air Force Base	Air Force	8,799		Washington, D.C	64	
*6970th Support Group, Fort Meade	do	1,385		do	24	
MASSACHUSETTS						
Boston Army Base	Army	80		Boston		Note: All military installations in Massachusetts are within commuting distance of one of the numerous colleges, universities, and technical schools located throughout the State.
*Fort Devens	do	9,125	William P. Hynes	Worcester	375	
Watertown Army Research	do	142		Boston		
Natick Laboratories	do	211		do		
All Naval Installations	Navy	1,773		Boston area		
*L. G. Hanscom Field	Air Force	1,894		Bedford	25	
*Otis Air Force Base	do	4,120		Falmouth	25	
*Westover Air Force Base	do	6,638		Chicopee Falls	79	
MICHIGAN						
Army Tank Auto Command	Army	143		Detroit		University of Detroit, Wayne State University.
Grosse Isle Naval Air Station	Navy	543		do		Do.
*Custer Air Force Station	Air Force	41		Battle Creek	36	Grand Valley College.
*K. I. Sawyer Air Force Base	do	3,465		Gwinn	56	Northern Michigan University.
*Kincheloe Air Force Base	do	3,651		Kinross	39	Lake Superior State College.
*Selfridge Air Force Base	do	2,861		Mount Clemens	24	University of Detroit.
*Wurtsmith Air Force Base	do	3,236		Ascoda	48	Alpena Community College.
MINNESOTA						
Twin Cities Naval Air Station	Navy	611		Minneapolis-St. Paul		University of Minnesota.
*Duluth International Airport	Air Force	2,125		Duluth	36	University of Minnesota, at Duluth.
Minneapolis-St. Paul International Airport	do	77		Minneapolis-St. Paul		University of Minnesota, Dunwoody Industrial Institute, Northwestern Electronics Institute.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[*Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
MISSISSIPPI						
Waterways Exp. Station	Army	43				
Meridian Naval Auxiliary Air Station	Navy	1,824		Meridian		Meridian Junior College.
Gulfport Construction Battalion Center	do	1,173		Gulfport		Perkinston Junior College.
*Columbus Air Force Base	Air Force	1,849		Columbus	16	Mississippi State University.
*Keesler Air Force Base	do	16,875		Biloxi	120	Perkinston Junior College.
MISSOURI						
*Fort Leonard Wood	Army	29,680	George W. Farror	Rolla	578	Lincoln University.
*Aeronautical Chart Center	Air Force	139		St. Louis		University of Missouri at St. Louis.
*Richards-Gebaur Air Force Base	do	2,802		Kansas City	44	University of Missouri at Kansas City.
*Whiteman Air Force Base	do	3,119		Knob Noster		Central Missouri State College.
MONTANA						
*Glasgow Air Force Base	do	1,166		Glasgow		
*Malmstrom Air Force Base	do	5,094		Great Falls	54	College of Great Falls.
NEBRASKA						
*Offutt Air Force Base	do	11,013		Omaha	92	University of Nebraska at Omaha.
NEVADA						
Hawthorne Navy Ammunition Depot	Navy	149		Reno		University of Nevada.
Fallon Naval Auxiliary Air Station	do	530		do		Do.
Indian Springs Air Force Base	Air Force	250		Las Vegas		Nevada Southern University.
*Nellis Air Force Base	do	7,058		do		Do.
NEW HAMPSHIRE						
Naval units in Portsmouth area (Disciplinary Command, hospital, and shipyard).	Navy	1,867		Portsmouth area		New Hampshire Vocational Institute.
*Pease Air Force Base	Air Force	2,411		Portsmouth	30	Do.
NEW JERSEY						
*Fort Dix	Army	38,090	Victor D. Matt	Trenton	352	Rider College, Trenton Junior College.
*Fort Monmouth	do	9,908	Kenneth K. Huhn	do	139	Do.
Picatinny Arsenal	do	203		New York City		Numerous colleges, universities, and technical schools in New York City area.

Bayonne Naval Supply Center	Navy	11		New York City		New York City area.
Earle Naval Ammunition Depot	do	379		Trenton		Rider College, Trenton Junior College.
Lakehurst Naval Air Station	do	1,880		do		Do.
Trenton Air Turbine Test Center	do	36		do		Do.
*McGuire Air Force Base	Air Force	8,321		Wrightstown	109	Rider College, Trenton Junior College.
NEW MEXICO						
*Sandia Base	do	1,863		Albuquerque	9	University of New Mexico.
*White Sands Missile Range	Army	1,989	William D. Black	do	50	Do.
Wingate Army Depot	do	8		Gallup		
*Cannon Air Force Base	Air Force	3,758		Clovis	28	Eastern New Mexico University.
*Holloman Air Force Base	do	2,800		Alamogordo	28	New Mexico State University.
*Kirtland Air Force Base	do	3,262		Albuquerque	35	University of New Mexico.
NEW YORK						
Army Pictorial Center	Army	139		Long Island		Numerous colleges, universities, and technical schools in New York City area.
Camp Drum	do	159		Watertown		
*Fort Hamilton	do	2,607	Christopher McHoney	Brooklyn	280	
Seneca Army Depot	do	173		Ithaca		Cornell University.
Watervliet Arsenal	do	13		Albany		State University of New York.
Brooklyn Naval Air Station	Navy	739		Brooklyn		New York City area.
Brooklyn Naval Station	do	1,761		do		Do.
St. Albans Naval Hospital	do	859		New York City		Do.
*Griffiss Air Force Base	Air Force	3,502		Rome	85	Utica College, Utica School of Automation.
*LaSalle Station and Niagara Falls International Airport.	do	[3] 1,242	George O. Caviness	Niagara Falls	15	Niagara University.
Plattsburgh Air Force Base	do	3,180		Plattsburgh	19	State Teachers College in Plattsburgh.
*Stewart Air Force Base	do	3,654		Newburgh	35	State University of New York at New Paltz.
*Suffolk County Air Force Base	do	1,721		New York City	23	New York City area.
NORTH CAROLINA						
Fort Bragg	Army	50,844	Andy Edmondson	Fayetteville	1,954	Methodist College, Fayetteville State College, Fayetteville Technical Institute.
Sunny Point Terminal	do	15		Wilmington		Wilmington College, Cape Fear Technical Institute.
Camp Lejeune	Marine	30,431	Maj. J. Laws	Jacksonville	1,000	East Carolina University at Camp Lejeune.
Cherry Point Marine Corps Air Station	do	9,301		Kingston		East Carolina University at Cherry Point.
New River Marine Corps Airfield	do	3,125		Wilmington		East Carolina University at Camp Lejeune.
*Pope Air Force Base	Air Force	4,019		Fayetteville		Fayetteville State College, Fayetteville Technical Institute.
*Seymour Johnson Air Force Base	do	5,805		Goldsboro		Wayne Community College.
NORTH DAKOTA						
Grand Forks Air Force Base	do	5,464		Grand Forks	73	University of North Dakota.
*Minot Air Force Base	do	5,902		Minot	64	Minot State Teachers College.
OHIO						
Columbus Construction Supply Center		25		Columbus		Ohio State University, Career Academy Schools, Ohio Technica College.
*Lockbourne Air Force Base	Air Force	6,668		do	63	Do.
*Wright-Patterson Air Force Base	do	10.716		Dayton	73	University of Dayton.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[*Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for trans tion program sites	Nearest college, university, or technica schoo
OHIO—Continued						
Clinton County Air Force Base	do	233		Wilmington		Wilmington College.
Dayton Electronics Center		30		Dayton		University of Dayton.
OKLAHOMA						
*Fort Sill	Army	29,701	Russell F. Crooch	Lawton	978	Cameron College.
McAlester Naval Ammunition Depot	Navy	162		McAlester		Eastern Oklahoma College at Wilburton.
*Altus Air Force Base	Air Force	2,537		Altus	36	Altus Junior College.
*Clinton Sherman Air Force Base	do	1,692		Burns Flat	27	Southwestern State College at Weatherford
*Oklahoma City Air Force Station	do	376		Oklahoma City		University of Oklahoma.
*Tinker Air Force Base	do	4,578		do	63	Do.
*Vance Air Force Base	do	1,277		Enid	3	Phillips University.
OREGON						
Umatilla Army Depot	Army	7		Pendleton		Eastern Oregon College.
*Adair Air Force Station	Air Force			Corvallis	31	Oregon State University.
*Kingsley Field	do	1,319		Klamath Falls	10	Oregon Technical Institute.
Portland International Airport	do	48		Portland		Numerous colleges, universities, and technical schools in Portland area.
PENNSYLVANIA						
Carlisle	Army	464		Harrisburg		Harrisburg Area Community College.
Frankford Arsenal	do	55		Philadelphia		Numerous schools in Philadelphia area.
Indiantown Gap Military Reservation	do	342		Harrisburg		Harrisburg Area Community College.
Letterkenny Ordnance Depot	do	70		do		Do.
New Cumberland Army Depot	do	195		do		Do.
Tobyhanna Army Depot	do	155		Scranton		Lackawanna Junior College.
*Valley Forge General Hospital	do	2,508	Thomas J. Rollo	Philadelphia	160	Numerous schools in Philadelphia area.
Johnsville Air Development Center	Navy	472		do		Philadelphia area.
Mechanicsburg Supply Depot	do	143		Harrisburg		Harrisburg Area Community College.
Naval installations in Philadelphia area (*naval station).	do	5,923	Lt. Richard W. Bates (naval station only).	Philadelphia	[1]500	Philadelphia area.
Willow Grove Naval Air Station	do	831		do		Do.
Greater Pittsburth Airport	Air Force	737		Pittsburgh		University of Pittsburgh.
Philadelphia Ind. Supply Center		50		Philadelphia		Philadelphia area.
RHODE ISLAND						
Davisville Construction Battalion Center	Navy	585		Providence		Brown University, Providence College.
Quonset Point Naval Air Station	do	1,409		do		Do.
Naval installations in Newport area (*naval station).	do	5,659	Lt. Comdr. Harry H. Misakian (naval station only).	Newport area	[1]400	Do.

SOUTH CAROLINA						
Charleston Army Depot	Army	12		Charleston		College of Charleston.
*Fort Jackson	do	26,982	Phil H. Sawyer	Columbia	179	University of South Carolina.
Beaufort Naval Hospital	Navy	201		Charleston		College of Charleston.
Beaufort Marine Corps Auxiliary Air Station.	do	5,343		do		Do.
*Parris Island Marine Corps Recruiting Depot.	Marine	13,252	1st Lt. M. F. Brueckner	Beaufort	160	Do.
Naval installations in Charleston area (*Naval Station).	Navy	3,049	Lt. Cmdr. Richard D. Canter (Naval Station only).	Charleston	[4] 260	Do.
*Myrtle Beach Air Force Base	Air Force	3,285		Myrtle Beach		University of South Carolina at Myrtle Beach.
*Shaw Air Force Base	do	6,331		Sumter		University of South Carolina at Columbia.
*Charleston Air Force Base	do	7,963		Charleston	50	College of Charleston.
SOUTH DAKOTA						
Ellsworth Air Force Base	do	4,718		Rapid City	36	South Dakota School of Mines and Technology.
TENNESSEE						
Memphis Naval Hospital	Navy	344		Memphis		Memphis State University.
Memphis Naval Air Station	do	14,095		do		Do.
Arnold Engineering Development, Center	Air Force	121		Tullahoma		University of Tennessee Extension.
Sewart Air Force Base	do	4,049		Nashville		Vanderbilt University.
Memphis Ind. Plant Equipment Center		25		Memphis		Memphis State University.
TEXAS						
*Fort Bliss	Army	29,075	Miss Lois M. Godfrey	El Paso	719	University of Texas at El Paso.
*Fort Hood	do	31,870	James Gillon	Killeen	1,833	Temple Junior College, Central Texas State College.
*Fort Sam Houston	do	15,529	Corles N. Goff, Tolmer S. McKinley.	San Antonio	690	Trinity University.
*Fort Wolters	do	4,391	Henry B. Walker	Fort Worth	77	Texas Western University, Texas Christian University.
Red River Depot	do	41		Texarkana		Texarkana College.
*Corpus Christi Naval Air Station	Navy	4,140	Lt. Robert N. McKinley	Corpus Christi	200	Delmar College.
Dallas Naval Air Station	do	863		Dallas		Southern Methodist University.
Kingsville Naval Air Station	do	2,474		Corpus Christi		Texas College of Arts and Industries.
Chase Field Naval Air Station	do	2,247		do		Delmar College.
Corpus Christi Naval Hospital	do	237		do		Do.
*Amarillo Air Force Base	Air Force	6,800		Amarillo		West Texas State University.
*Bergstrom Air Force Base	do	4,424		Austin	50	University of Texas.
*Brooks Air Force Base	do	1,312		San Antonio	14	Trinity University.
*Carswell Air Force Base	do	3,814		Fort Worth	44	Texas Western University, Texas Christian University.
*Dyess Air Force Base	do	4,761		Abilene	43	Hardin Simmons University, Abilene Christian College.
*Ellington Air Force Base	do	457		Houston	6	University of Houston, St. Thomas University, Rice University.
*Goodfellow Air Force Base	do	3,086		San Angelo	28	Angelo State College.
*James Connally Air Force Base	do	429		Waco		Baylor University.
*Kelly Air Force Base	do	7,203		San Antonio	85	Trinity University.
*Lackland Air Force Base	do	23,470		do	49	Do.

Footnotes at end of table.

MAJOR DOMESTIC MILITARY INSTALLATIONS—Continued

[* Indicates those presently participating in transition program]

Installation	Service branch	Number of military personnel as of June 30, 1968	Transition program contact	Nearest city	Monthly average separations as of April 1969 for transition program sites	Nearest college, university, or technical school
TEXAS—Continued						
*Laredo Air Force Base	do	2,293		Lerado	16	Laredo Junior College.
*Laughlin Air Force Base	do	2,675		Del Rio	20	Uvalde Junior College.
*Perrin Air Force Base	do	2,777		Sherman	28	Austin College.
*Randolph Air Force Base	do	5,406		San Antonio	20	Trinity University.
*Reese Air Force Base	do	2,543		Lubbock	15	Texas Technological College.
*Sheppard Air Force Base	do	13,924		Wichita Falls	88	Midwestern University.
*Webb Air Force Base	do	2,682		Big Spring	12	Howard County Junior College.
UTAH						
*Dugway Proving Ground	Army	440	Dale P. King	Salt Lake City	20	Several universities, colleges, and technical schools in Salt Lake City area.
Fort Douglas	do	181		do		
*Tooele Army Depot	do	183	William V. Christiansen	Tooele		
*Hill Air Force Base	Air Force	3,613		Ogden	40	Weber State College.
Ogden Supply Depot		35		do		Do.
VIRGINIA						
*Fort Belvoir	Army	15,432	Dr. E. A. Eber	Washington, D.C	314	District of Columbia area.
*Fort Lee	do	15,758	Lee Slaydon	Richmond	492	University of Richmond, Richmond Professional Institute.
*Fort Eustis	do	11,808	John W. Williams	Norfolk	486	College of William and Mary.
*Fort Monroe	do	1,778	Henry Stone	do	57	Do.
Fort Story	do	1,482		do		Hampton Institute.
*Fort Myer	do	9,090	Margaret A. Lcokwood	Washington, D.C	275	District of Columbia area.
Gravelly Point	do	556		do		Do.
*Vint Hill Farms Station	do	1,243	Coralis E. Thomas	Warrenton	49	District of Columbia area.
Cheatham Annex Supply Center	Navy	196		Richmond		University of Richmond.
Dahlgren Weapons Laboratory	do	145		Washington, D.C		District of Columbia area.
Naval installations in Norfolk-Portsmouth area (*Naval Station).	do	19,336	Lt. Comdr. Rex H. Harris (Naval Station only).	Norfolk-Portsmouth	500	Hampton Institute, Old Dominion College.
*Quantico Marine Base	Marines	8,705	Lt. Col. Frank Marcus	Quantico	250	District of Columbia area.
Yorktown Weapons Station	Navy	515		Yorktown		College of William and Mary.
*Langley Air Force Base	Air Force	8,893		Hampton	106	George Washington University extension program.
*33d Air Division, Fort Lee	do	42		Petersburg	11	University of Richmond.
*1127th U.S. Air Force Activities Group, Fort Belvoir.	do	153		Washington, D.C	4	District of Columbia area.
Richmond General Supply Center		575		Richmond		University of Richmond.
Cameron Supply Station		225		Washington, D.C		District of Columbia area.
The Pentagon		13,501		do		Do.

WASHINGTON						
Fort Lawton	Army	897		Seattle		University of Washington, Automation Institute of Seattle.
*Fort Lewis	do	40,961		Tacoma		University of Puget Sound.
*Madigan General Hospital	do		Mrs. Rose Sowa	do	65	Do.
Bangor Ammunition Depot	Navy	189		Seattle		University of Washington.
Keyport Torpedo Station	do	248		do		Do.
Bremerton Naval Hospital	do	273		do		Do.
Puget Sound Shipyard	do	554		Tacoma		University of Puget Sound.
*Puget Sound Naval Supply Center	do		Lt. Comdr. W. E. Carroll	Seattle	330	University of Washington.
Bremmerton Naval Supply Center	do	596		do		Do.
Jim Creek Radio Station	do	40		do		Do.
Oak Harbor Naval Air Station	do	2,658		do		Do.
Pacific Beach Naval Facility	do	128		Tacoma		University of Puget Sound.
Seattle Naval Air Station	do	1,078		Seattle		University of Washington.
*Fairchild Air Force Base	Air Force	2,980		Spokane	67	Whitworth College.
*McChord Air Force Base	do	7,440		Tacoma	165	University of Puget Sound.
*Paine Field	do	1,233		Everett		University of Washington.
WISCONSIN						
Camp McCoy	Army	74		Sparta		River Falls State University.
General Mitchell Field	Air Force	10		Milwaukee		University of Wisconsin, Marquette University, Milwaukee Institute of Technology.
*Truax Field	do	281		Madison		University of Wisconsin.
WYOMING						
*F. E. Warren Air Force Base	do	3,457		Cheyenne	21	University of Wyoming extension courses in Cheyenne.

---

[1] Including Hunter Army Airfield.

[2] From training center only.

[3] Airport only.

[4] From naval station only.

(The text of the bills S. 338, S. 1998, S. 2036, S. 2361, and H.R. 6808 appears in part 1 of this hearing record.)

Senator CRANSTON. Senator Yarborough.

Senator YARBOROUGH. The impact of the bills on which this hearing is being held is toward the veteran of less than high school education, probably of a minority group, lacking family motivation for education. They are aimed at helping him understand the opportunities that can be opened to him through veterans education and training.

The record shows that veterans currently leaving service are not making use of the GI bill in proportion to those who used it after World War II and Korea. There have been many explanations; there have been reasons given and excuses offered. They all boil down to a failure on the part of administrators and lawmakers to make the program effective.

Fifty percent of all World War II veterans took training under the GI bill; two out of each five veterans of the Korean war took GI bill training; now only one out of five of the veterans of the cold war go to school, and over 6 million veterans of the cold war have been discharged and are eligible for schooling. It is tragic that they are not now in school.

These amendments are designed to make it possible for them to go to school.

I am pleased to be a cosponsor with Senator Cranston of two bills aimed at correcting this condition.

S. 2668 is a predischarge education program, to give special counseling to those of low education background, tutorial services to make up their educational deficiencies, and training while still in service to prepare them to pursue a course of education after discharge.

A second bill, S. 2700, we call an outreach program. It would elevate the outreach program set up by executive order last year to a statutory basis. It directs the VA to establish its Veterans Assistance Centers in the neighborhoods where the disadvantaged can best be reached, and to hold personal interviews with as many eligible veterans as possible. As the name implies, our bill asks the VA to reach out to disadvantaged veterans and bring them into the education and training programs most appropriate to their individual needs.

S. 2506 will ease the requirement for full-time attendance at an institution of higher learning by reducing the number of semester hours required for status as a full-time student. It will expedite use of the GI bill by many veterans.

I respectfully disagree with the position of the Veterans' Administration that action on these measures should await the report of the President's Committee headed by Mr. Johnson.

These veterans are coming out of service now. They need help and guidanc and information concerning the GI bill now. Every month and year that goes by reduces the likelihood that they will ever come into an education or training program.

I commend the chairman of the subcommittee for proceeding with action on these bills. They are urgently needed by veterans and by the country.

Senator CRANSTON. Thank you, Senator Yarborough.

Donald E. Johnson, Administrator of Veterans' Affairs, is our first witness. Mr. Johnson, I am very grateful to you for being here this morning under inconvenient personal circumstances, and I welcome your assistants.

STATEMENT OF DONALD E. JOHNSON, ADMINISTRATOR OF VETERANS' AFFAIRS; ACCOMPANIED BY RUFUS H. WILSON, CHIEF BENEFITS DIRECTOR; J. C. PECKARSKY, DEPUTY CHIEF BENEFITS DIRECTOR; JOHN J. CORCORAN, GENERAL COUNSEL; AND A. T. BRONAUGH, ASSISTANT GENERAL COUNSEL, VETERANS' ADMINISTRATION

Mr. Johnson. Thank you, Senator.

First of all, Mr. Chairman, I would like to introduce the members of my staff with me this morning. To my left is Mr. Rufus Wilson, chief benefits director; and to his left Mr. J. C. Peckarsky, deputy chief benefits director; to my right the new general counsel of the VA, Mr. John J. Corcoran, and to his right Mr. Al Bronaugh, assistant general counsel.

With your permission, Mr. Chairman, I would like to file a copy of my full statement for the record and at this moment summarize it for you.

Senator Cranston. Fine.

Mr. Johnson. I am pleased again to have the opportunity of appearing before you and to discuss with you the four bills being considered by the subcommittee.

The first, S. 2506, would reduce from 14 to 12 the minimum number of semester hours that a veteran must carry in a higher education undergraduate course in order to qualify for full-time educational assistance benefits under chapter 34 of title 38, United States Code.

An amendment to the bill in the nature of a substitute has been proposed by the Chairman which would leave the 14 semester hour requirement unchanged as the general rule, but would provide an exception which would permit a different minimum where a college or university, upon the request of the Administrator, certifies that full-time tuition is charged to all undergraduate students carrying a minimum of less than 14 semester hours or its equivalent. That minimum would then be considered a full-time course for Veterans' Administration educational assistance allowance purposes. We will direct our remarks to both the original bill and the amendment.

Initially, I would like to point out that both the bill and the amendment apply only to the measurement of courses under the GI bill educational assistance program. Neither would apply to the dependents' assistance programs.

Historically, the original World War II GI bill did not contain any standard for measurement of full-time institutional undergraduate course. The Veterans' Administration, however, in February 1945, promulgated VA Instruction No. 2, which set 12 semester hours as the minimum course load for veterans to qualify for full-time assistance.

At the time Congress considered the Korean conflict GI bill, it was determined that a measure of 14 semester hours for a full-time course was fair and equitable. That figure has remained unchanged since that time.

Most colleges generally require 120 credit-hours of undergraduate work, 15 hours per semester, in order to earn a degree. A veteran consistently carrying the minimum of 14 credit-hours per semester would lack the required hours for graduation at the end of 4 academic years. However, there would still be sufficient remaining entitlement for him to qualify for extended entitlement under section 1661(b) of title 38, and thus he would be assured of the educational assistance allowance through the final semester.

Should this requirement be reduced to 12 credit-hours, as proposed in S. 2506 as introduced, and consistently followed by the veteran, his entitlement would be exhausted prior to the 5 years required to earn the undergraduate degree, and, we believe, would have an adverse effect on the veteran and could easily discourage his continuation toward his degree objective.

We are aware that the current educational climate across the Nation has been taking a dynamic turn in response to the recognition of technological and sociological changes. To provide more flexible programs of education, many institutions have established a 12-semester-hour standard as the line of demarcation between full-time and part-time students.

We believe that the establishment of minimum hours for consideration of full-time attendance is properly a province of the colleges and universities and not the Veterans' Administration, and where such institutions have set their standards, Veterans' Administration educational assistance allowances should be accorded to veterans commensurate with the level of course pursuit certified by such institutions.

A revision of the current Veterans' Administration 14-hour standard could be helpful to veterans in allowing them, where they properly reduce their course level, to receive full-time support and in addition be able to be employed and receive additional financial support for their education.

We believe that the language of the amended bill would serve as a greater safeguard against abuse, and would be preferable to the language contained in the original bill. We would, therefore, have no objection to the favorable consideration of the amended bill.

If the subcommittee takes favorable action on the bill as amended, it should also consider extending, at the same time, the same provisions to dependents of veterans. This could be accomplished through an amendment to section 1733(a) (3) of chapter 35 of title 38.

It is estimated that the bill as originally introduced would have a first-year cost of $1.3 million, with a total 5-year cost of $7.2 million. Since the amended bill is directed only to the definition of full-time training, the estimated first-year cost would be $625,000 and the first 5-year cost would total $3.6 million.

The remaining three bills, S. 1088, S. 2668 and S. 2700, propose new programs or the expansion of existing programs to aid the transition of servicemen, particularly those who are educationally disadvantaged, from military to civilian life, with emphasis upon preparing such persons to take advantage of the benefits currently provided.

Briefly, S. 1088 would assist veterans eligible for education and training benefits under chapter 34 of title 38, in obtaining jobs which require skills learned by them while in the Armed Forces and would provide the financial assistance necessary to relocate such veterans in areas where such jobs, apprenticeship, or training opportunities are available.

The U.S. Employment Service would establish relocation assistance centers which would compile lists of available job, on-the-job and apprentice training opportunities available throughout the Nation. The Secretary of Defense would transmit to the centers lists of servicemen being released or discharged. When the center arranges a job interview, the Administrator would pay the reasonable cost of sending the veteran to the point of interview (travel, food and lodging). If the veteran accepts a job or training outside his home area, the Administrator would pay his relocation expenses.

S. 2668 would provide special education and training aid for veterans and servicemen and is primarily aimed at those persons from disadvantaged backgrounds who have scholastic or training deficiencies. It would: (1) permit refresher or deficiency courses: (2) authorize payments to educational institutions to cover the expense of setting up refresher courses, counseling, tutorial or other remedial or special assistance required; (3) allow noncredit deficiency courses to be counted toward a determination of the number of semester hours required for fulltime VA benefits; (4) set up a predischarge educational program for servicemen who have completed 1 full year of service and are eligible for discharge within 12 months.

We do not have a basis for making a firm estimate of the numbers of persons who might utilize the additional benefits which would be provided by S. 2668, or the cost of administering such benefits. We estimate, however, that it would cost approximately $1.8 million per 1,000, trainee years for the predischarge program and another $80,000 per 1,000 trainee years for administrative costs, for additional trainees under other provisions of the bill the direct cost is likely to approximate $1.6 million per 1,0000 trainee years.

S. 2700 would provide specific statutory authority for the Veterans Assistance Centers and outreach program established by Presidential directive in 1968. It would also authorize the Administrator to establish USVAC in any place in the United States, its territories, Commonwealths, or possessions, with special attention being given to locating them in areas which would provide maximum assistance to educationally disadvantaged veterans, with a special effort to employ veterans who reside in the community served and who have themselves received assistance from centers.

The bill directs the Administrator to provide all eligible veterans and dependents with outreach services to include: (1) information on Veterans' Administration, other Federal, State, or local governmental program benefits and services to which they may be entitled; (2) personal interviews, to maximum extent possible; (3) job guidance and placement assistance as well as referrals; (4) social and other special services (including such services as health benefit counseling); (5) assistance in making claims; (6) maintenance of full records; and (7) information and assistance to servicemen prior to discharge—especially overseas.

Moreover, the bill would authorize the Administrator to utilize facilities and services of other Federal, State, local governmental agencies, or nationally recognized or other organizations, to make referrals, and to pay for such services, furnish space and office facilities to those providing services, and to conduct studies.

Finally, the measure requires the Administrator to report to Congress on March 1 and September 1 of each year as to the activities, effectiveness, cooperation received, and recommendations for improvement.

Based upon an anticipated 1 million separatees annually, 23 percent of whom the Department of Defense indicates are educationally disadvantaged, we estimate that the total first-year cost of S. 2700 would be approximately $27.3 million.

Concerning the latter three bills, with the exception of part of S. 2700, they establish novel programs of extreme complexities requiring coordination among several agencies. While in each case the purpose is extremely worthwhile, the actual mechanics of these measures will require further study, both as to the effects and workability. Even as to the USVAC bill, the expanded functions proposed fall into that latter category.

In my appearance before the subcommittee on June 24, 1969, I discussed the President's concern regarding this important problem of providing an effective means to assist returning veterans in readjusting to civilian life and the fact that this subject would be one of the major matters to be considered by the President's Committee on the Vietnam Veteran.

In this connection, Mr. Chairman, the bills being considered by your subcommittee today give primary emphasis to the problems of the educationally disadvantaged veteran. I can assure you that the President's Committee will focus a great deal of attention on this important area and will certainly carefully consider the proposals contained in these bills.

At the same time we must deal with the whole range of problems facing these returning veterans. Our committee is striving to complete its study and prepare a report in as short a time as possible. Therefore, under these circumstances, I recommend that your subcommittee defer consideration of these bills until the President's Committee has made its report.

Mr. Chairman, that concludes my statement. I, as well as members of my staff who are here, will be glad to answer any questions that the subcommittee may have.

Senator CRANSTON. Thank you very, very much. I appreciate your testimony. The entire prepared text will be incorporated in the record at this point.

(The prepared statement of Mr. Johnson follows:)

PREPARED STATEMENT OF DONALD E. JOHNSON, ADMINISTRATOR OF VETERANS' AFFAIRS

Mr. Chairman and Members of the Subcommittee:

I am pleased to again have the opportunity of appearing before you and to discuss with you the four bills being considered by the Subcommittee, namely—

S. 1088, 91st Congress, a bill "To amend title 38, United States Code, to provide employment and relocation assistance for veterans."

S. 2506, 91st Congress, a bill "To reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38."

S. 2668, 91st Congress, a bill "To provide additional education and training assistance to veterans, and to provide for a predischarge education program."

S. 2700, 91st Congress, a bill "To amend chapter 3 of title 38, United States Code, in order to provide for a Veterans Outreach Service Program in the Veterans Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment, and for other purposes."

Turning first to S. 2506, this measure would reduce from 14 to 12 the minimum number of semester hours that a veteran must carry in a higher education undergraduate course in order to qualify for full-time educational assistance benefits under chapter 34 of title 38, United States Code.

An amendment to the bill in the nature of a substitute has been proposed by the Chairman which would leave the 14 semester hour requirement unchanged as the general rule, but would provide an exception which would permit a different minimum where a college or university, upon the request of the Administrator, certifies that full-time tuition is charged to all undergraduate students carrying a minimum of less than 14 semester hours or its equivalent. That minimum would then be considered a full-time course for Veterans Administration benefit purposes. We will direct our remarks to both the original bill and the amendment.

Initially, I would like to point out that both the bill and the amendment apply only to the measurement of courses under the GI educational assistance program. They would not apply to the dependents' assistance programs of chapter 35 of title 38. Section 1733 of that chapter, as is the case with section 1684 with respect to the veterans' educational assistance program under chapter 34 of title 38, also prescribes a minimum of 14 semester hours for a full-time educational course.

Historically, the original World War II GI bill did not contain any standard for measurement of full time institutional undergraduate course. The Veterans Administration, in February, 1945, issued VA Instruction No. 2 which promulgated that 12 semester hours would constitute the minimum course load for a veteran to qualify for payment of full-time Veterans Administration educational benefits. This problem was considered by Congress when it was conducting hearings on the proposed Korean conflict GI bill. In enacting the Korean GI bill it was determined that a measurement of 14 semester hours was considered fair and equitable and that figure became a part of that law. No change in this requirement has been made since that time.

Most colleges, operating on a semester credit hour basis, generally require 120 credit hours of undergraduate work in order to earn a degree. Normally, to accomplish such a course of study in four academic years, the student must take an average of 15 credit hours per semester. Under current law, a veteran consistently carrying the minimum of 14 credit hours per semester would receive the full educational assistance allowance, but would lack the required credit hours for graduation at the end of four academic years. However, there would still be sufficient remaining entitlement to qualify for extended entitlement under section 1661(b) of title 38, and thus he would be assured of the educational assistance allowance through the final semester.

Should this requirement be reduced to 12 credit hours for full-time pursuit as proposed in S. 2506 as introduced, and consistently followed by the veteran, his entitlement would be exhausted far in advance of the five years which would be required to earn his undergraduate degree. The withdrawal of financial support during the last period of the veteran's degree pursuit would have an adverse effect and could easily discourage his continuation toward his degree objective.

We are aware that the current educational climate across the nation has been taking a dynamic turn in response to the recognition of technological and sociological changes. One result is that the four-year collegiate program of the past no longer meets the educational needs of the undergraduate student of today. To provide more flexible programs of education, many institutions are no longer following the former 15 semester hour measurement as a line of demarcation between the full-time student and the part-time student and have, instead, established a 12 semester hour standard. This 12-hour standard has been occasioned by reporting requirements established by other Federal agencies such as the Department of Health, Education and Welfare and Selective Service whereby full-time students are counted as those carrying at least 75% of the normal student hour load (15 semester hours). The current Veterans Administration standard of 14 semester hours, therefore, bears re-examination in light of these changes.

We believe the concept of the number of minimum hours required to consider a student to be in full-time attendance is properly a province of the colleges and universities and not the Veterans Administration. Where institutions, after due deliberation, have set standards, Veterans Administration educational assistance allowances should be accorded to veterans commensurate with the level of course pursuit certified by the institution. A revision of the VA standard for measurement of course pursuit could prove beneficial to veterans. They could, at any time where the institutions so permit and where found necessary, reduce their course load and still be assured of full-time support. Some veterans would thereby be able to be employed and thus provide additional financial support for their education. We feel that the veteran returning to educational pursuits will fully exercise this maturity and will not abuse the privilege so granted and wastefully expend his entitlement.

We believe that the language of the amended bill, under which a college or university would certify that a minimum of less than 14 semester hours constitutes a full-time undergraduate course requiring full-time tuition payment by all students, would serve as a greater safeguard against abuse, and would therefore be preferable to the language contained in the original bill. For the foregoing reasons, we would have no objection to the favorable consideration of the amended bill.

We would, however, like to point out that if the Subcommittee takes favorable action on the bill as amended, it should, at the same time, consider extending these same provisions to the dependents of veterans. This could be accomplished through amendment of section 1733(a)(3) of chapter 35 of title 38. Since the Administrator, under section 1504(d) of chapter 31, already has authority to define full-time and part-time training requirements in the case of disabled veterans taking vocational rehabilitation training, no change in the law would be required in this area of Veterans Administration benefits.

It is estimated that the bill as originally introduced would have a first-year cost of $1.3 million, with a total five-year cost of $7.2 million. Since the amended bill is directed only to the definition of full-time training, the estimated first-year cost would be $625,000, and the first five-year cost would total $3.6 million.

The remaining three bills propose new programs or the expansion of existing programs to aid the transition of servicemen, particularly those who are educationally disadvantaged, from military to civilian life with emphasis upon preparing such persons to take advantage of the benefits currently provided.

Of the three bills, S. 1088 would assist such veterans who desire meaningful employment to obtain jobs which require skills learned by them while serving in the Armed Forces and provide the financial assistance necessary to relocate such veterans in areas where such jobs are available.

The bill proposes to create within the United States Employment Service of the Department of Labor a new Veterans Employment and Relocation Assistance Center. This Relocation Center would have the responsibility for compiling comprehensive lists (compiled from lists supplied by local USES offices) of available job, on-the-job and apprenticeship training opportunities available throughout the nation.

The Secretary of Defense, in turn, would have the responibility of compiling and transmitting to the Relocation Center lists of servicemen who are being released or discharged. When a veteran, who is entitled to education and training benefits under chapter 34 of title 38, United States Code, applies for assistance from the Relocation Center, efforts would be made to match his particular qualifications with an available job, on-the-job or apprenticeship opportunity commensurate with his qualifications. Every effort would be made to place the veteran in a job as close to his home area as possible. Under the bill, a veteran could, for a satisfactory reason, refuse an offer and still remain eligible for additional assistance. However, refusal without a satisfactory reason or three refusals would make the veteran ineligible for further Relocation Center aid.

The measure also provides that where a job interview is arranged for a veteran, any reasonable costs required to have the veteran reach the point of the interview shall be paid by the Administrator of Veterans Affairs. Such costs could include such items as travel, food, and lodging. In addition, under the bill the Administrator would also be authorized to pay relocation expenses where a veteran accepts a job or training opportunity in an area outside his home area.

S. 2668 has as its purpose the providing of special educational and training aid for both veterans and servicemen and is primarily aimed at those persons from disadvantaged backgrounds who have academic deficiencies restricting their pursuit of vocational training or higher education. To carry out this purpose, the bill proposes four new educational aid programs—

First, authority would be added to that already contained in section 1678 of title 38, concerning special training for the educationally disadvantaged, to allow veterans needing refresher or deficiency courses to take them at an appropriate institution such as a junior college, college, or university offering college preparatory aid.

Second, a program would be set up to provide for payments to be made on behalf of veterans already enrolled in educational institutions to cover the expenses of refresher courses, counseling, tutorial or other remedial or special assistance they require. Payments covering such assistance would be paid by the Veterans Administration directly to the educational institutions with the amounts, terms, and conditions of the payments being prescribed by regulations issued by the Administrator after consultation with the Commissioner of Education. These payments would be made without charge to any period of entitlement earned by a veteran under section 1661(a) of title 38, United States Code.

Third, a program proposed by the bill would allow noncredit deficiency courses to be counted toward a determination of the number of semester hours required for full-time Veterans Administration benefits. For example, a veteran may be taking a sufficient number of credit hours to qualify him for half-time Veterans Administration monetary assistance. If the number of noncredit deficiency hours he is pursuing, when added to the credit hours he is taking, equals the number of hours required for full-time benefits, the veteran would then be paid at the full-time rate. This provision, however, would not be applicable to any noncredit courses being paid for directly by the Veterans Administration under the second program envisioned by S. 2668 and cited above.

Fourth, the bill would also set up a predischarge education program for servicemen. Under it a person presently in the Armed Forces would be eligible to pursue certain educational programs providing he has served at least one full year and is eligible for a discharge within 12 months.

Under this proposal, the Veterans Administration would be authorized to pay directly to an educational institution an amount not to exceed $150 per month to cover the expenses of providing this education and training on behalf of the serviceman. The benefit would only be granted where the course of education or training is required for or preparatory to a program of education or training or vocation which the eligible serviceman intends to pursue subsequent to his discharge or release from the Armed Forces.

The courses and institutions involved would be subject to approval under regulations prescribed jointly by the Administrator, the Secretary of Defense and the Commissioner of Education. In addition, the courses would be subject to the disapproval authority of the Administrator presently contained in section 1673 of title 38. This authority deals with avocational, recreational and similar types of courses.

Under the bill, the benefits granted would not be charged against any entitlement the individual earns under section 1661(a) of title 38 and these benefits would not be payable where a serviceman is already receiving an educational assistance allowance under other provisions of the GI bill.

We do not have a basis for making a firm estimate of the numbers of persons who might utilize the additional benefits which would be provided by this bill, or the cost of administering such benefits. However, for purposes of considering the possible impact of the several separate benefits proposed, we offer the following estimates:

(*a*) The rates of cost for each 1000 trainee years (12 months continuous training for one individual) for the additional trainees who might be attracted by the proposed benefits, are as follows:

(1) For predischarge trainees, the direct benefits cost is likely to approximate the maximum allowed, or $1.8 million per 1000 trainee years.

(2) For other additional trainees the direct benefits cost, based upon current educational allowance rates, is likely to approximate $1.6 million per 1000 trainee years. Of course this amount would be increased by any increase made in the current allowance rates.

(*b*) In addition to the usual administrative costs for the additional trainees, there would be the added cost of negotiating rates of payment which the Veterans Administration would make to participating PREP schools and to schools which provide the additional benefits to be made available to disadvantaged trainees. It is likely that this administrative cost would be at least $80,000 per 1000 trainee years.

S. 2700 would amend chapter 3 of title 38, United States Code, to provide specific statutory authority for the Veterans Assistance Centers and the veterans out-reach program originally established in early 1968 by Presidential directive.

Under the bill, the Veterans Assistance Centers would be maintained at various strategic points throughout the United States, its Territories, Commonwealths and possessions with special attention being given to locating facilities in those areas which would provide maximum assistance to educationally disadvantaged veterans. Special efforts would be required to employ at such Centers those veterans who reside in those communities being served and who have themselves received assistance from such Centers.

The bill directs the Administrator of Veterans Affairs to provide all eligible veterans as well as all eligible dependents with outreach services which shall include: (a) distributing full information concerning all benefits and services to which they may be entitled not only under laws administered by the Veterans Administration, but under any other Federal, State or local governmental programs as well; (b) conducting person to person interviews to the maximum extent possible for the purpose of explaining these benefits and the planning of individual education, training and employment programs for such eligible persons; (c) job guidance and job placement assistance as well as appropriate referrals to other Federal, State and local units for various forms of aid; (d) providing social and other special services (including such services as health benefit counseling) necessary to aid veterans and dependents in obtaining the maximum potential from all available benefits; (e) all necessary aid and assistance to eligible veterans and dependents in making claims for Veterans Administration as well as any other Federal, State and local governmental benefits; (f) maintenance of full records on the out-reach program and follow-ups to determine the success of the assistance rendered under this program; and (g) information and assistance to servicemen prior to their discharge with special emphasis on those servicemen who are overseas.

In addition, S. 2700 would authorize the Administraor to (a) utilize, pursuant to agreements, the facilities and services of any other Federal department or agency in carrying out this program; (b) cooperate with and use state and local governmental agencies as well as nationally recognized or other organizations; (c) make referrals to any other Federal, State or local unit and nationally recognized or other organizations; (d) pay the costs of services of such groups either in advance or by way of reimbursement; (e) furnish available space and office facilities for those groups providing services; and (f) conduct studies, in consultation and coordination with specified Federal agencies, to determine the most effective program design to carry out the programs called for by the bill.

Finally, the bill would require the Administrator to make reports to the Congress by March 1 and September 1 of each year on (a) the activities carried on; (b) the effectiveness of these out-reach programs; (c) the degree of cooperation received from other agencies and groups; and (d) recommendations for improvement for more effective administration of these programs.

It is estimated that the cost of S. 2700, using the Department of Defense figure of 23% of the servicemen being discharged as falling within the definition of "educationally disadvantaged", would amount to $27.3 million annually. This figure includes the effect enactment of the measure would have have on other Veterans Administration programs. A detailed breakdown outlining the basis for the estimated costs of the bill is included at the end of my statement.

As a technical matter, we note that in the printed copy of S. 2700, on page 5 some words were inadvertently left out immediately following line 22. We are advised by the Counsel to the Subcommittee that the following should be inserted at that place: "tional or other organization;".

Concerning the latter three bills, with the exception of S. 2700, which would provide a specific statutory basis for the United States Veterans Assistance Centers and the out-reach program conducted by the Veterans Administration, these bills establish novel programs of extreme complexities requiring coordination among several agencies. While in each case the purpose is extremely worthwhile, the actual mechanics of these measures will require further study, both as to the effects and workability. Even as to the USVAC bill, the expanded functions proposed fall into that latter category.

In my appearance before the Subcommittee on June 24, 1969, I discussed the President's concern regarding this important problem of providing an effective means to assist returning servicemen in readjusting to civilian life and the fact that this subject would be one of the major matters to be considered by the President's Committee on the Vietnam Veteran. In this connection, Mr. Chairman, the bills being considered by your Subcommittee today give primary emphasis to the problems of the educationally disadvantaged veteran.

I can assure you that the President's Committee will focus a great deal of attention on this important area and will certainly carefully consider the proposals contained in these bills. At the same time we must deal with the whole range of problems facing these returning veterans. Our Committee is striving to complete its study and prepare a report in as short a time as possible. Therefore, under these circumstances, I recommend that your Subcommittee defer consideration of these bills until the President's Committee has made its report.

Mr. Chairman, that concludes my statement. Members of my staff are present and we will be glad to answer any questions the Subcommittee might have.

COST PROJECTION—S. 2700

A. Based on anticipated 1,000,000 separatees annually, 23% of whom DoD has indicated are educationally disadvantaged, and the assumption that "face-to-face" interviews will be provided to all "educationally disadvantaged" veterans and to such other veterans who visit our locations seeking assistance.

Educationally disadvantaged per month, @ 50 educationally disadvantaged separatees per month per contact representative and 1 clerical position per 4 contact representatives	19,700
Total CR's needed	394
Total clerical needed	95
Total staff needed	489
Minus personnel now in program:	
Contact representatives	107
Clerical	43
Total now in program	150
Total additional CR's needed	287
Total additional clerical needed	52
Total positions needed	339
Total funds needed:	
Contact representatives	$3,334,940
Clerical	325,416
Total	3,660,356

B. If we are to provide "face-to-face" interviews with all minority group separatees in addition to the educationally disadvantaged, the projection will be as follows:

DOD statistics cite that 1968 minority group accessions over 12.4% of total. This figure varies from year to year. *The Negro Almanac*, Table 7, page 233, cites that 11.3% of the total population is minority group. Proceeding with a rounded figure of 12% minority group separatees:

12 percent of 1,000,000 separatees (per year)	120,000
Minus 23 percent included in "A" above (per year)	27,600
Minority group not included in "A" (per year)	92,400
Minority group not included in "A" (per month)	7,700

7,700 per month at 50 per CR per month and 1 Clerical per 4 CR's:

Contact representatives	150
Clerical	40
Positions needed	194

Annual cost:

Contact representatives	$1,789,480
Clerical	250,320
Total	$2,039,800

C. Combining "A" and "B" above:

Costs	$5,700,156
Positions	533

D. Staffing for social and other special services at average grade GS-12/3 ($14,281):

71 Social workers	$1,013,951
71 Vocational Rehabilitation specialists	1,013,951
71 Vocational counselors	1,013,951
Total special services	3,041,853

E. Localize USVAC's in neighborhoods: Thirty USVAC's in neighborhoods; 1,000 average square feet of space each.

Initial space costs per year	$134,700
Telephone cost of 2 business lines at 30 USVAC's at $13 each line per month	9,360

The fact that a USVAC is located in a neighborhood area *does not* reduce need for space at the Federal Building to provide service to majority of veterans living within the metropolitan area and in rural areas.

F. Providing more detailed benefits counseling and assistance in separation centers overseas:

Increased Vietnam positions	10
Establish positions in Europe	10
Total positions (GS-10/6 at $11,962)	20
Salary cost	$239,240
Per Diem at $12 per day x 365 x 20	$87,600

G. *Staffing for Job Placement Assistance.*—Added staffing to provide job placement assistance at 71 USVAC's. Average of 2 Staff Employment Specialists, GS-9/5 at each USVAC and 2 clerical employees, GS-4/5 at each USVAC. Total of 284 employees.

	Salary costs
Employee specialists	$1,500,088
Clerical	888,636
Total per year	2,388,724

H. Added staff to conduct studies, coordinate with Federal and other agencies, provide employee training and program development at Central Office, Washington, DC.:

Per year (6) Positions at GS-13/5 ($17,920)	$107,520
Per year (2) Positions at GS-7/5 ($8,659)	17,318
Per year contractual service (research)	250,000
Total	374,838

I. Offset costs of services provided on a reimbursable basis. No background for estimate. Some of this cost would be offset by proportionate reduction in personnel needs.

Summary of Positions and Costs:

A "face-to-face" interview with all educationally disadvantaged:	
Positions	339
Costs	$3, 660, 356
Plus D—Social and Other Special Services:	
Positions	213
Costs	$3, 041, 053
Plus E—Localize USVAC's in Neighborhoods:	
Positions (Included in "A" above).	
Costs	144, 060
Plus F—Strengthening Overseas Assistance:	
Positions	20
Costs	$326, 840
Plus G—Providing Job Placement Assistance:	
Positions	284
Costs	$2, 388, 724
Plus H—Added Central Office Staff and Contractual Service (Research):	
Positions	8
Costs	$374, 838
A, D, E, F, G, and H Total:	
Positions	864
Costs	$10, 656, 388
If "B" is to be included add:	
Positions	194
Costs	[1] $2, 194, 825
Grand total:	
Positions	1, 058
Costs	[1] $12, 850, 077

[1] Includes 7.6 percent fringe benefits.

Affect on other programs of hiring additional contact employees—S. 2700

624 (CR's and social workers) × 2.35 = 1,466 other employees:	*Amount*
784 C.P. & E. at $12,164	$9, 537, 000
30 Loan guarantee at $10,288	309, 000
490 Administrative at $6,660	3, 263, 000
162 Finance at $8,110	1, 314, 000
Total	14, 423, 000

	Positions	Costs
A	339	$3, 660, 356
D	213	3, 041, 853
E	0	144, 060
F	20	239, 240
G	284	2, 388, 724
H	8	374, 838
Total	864	[1] 10, 655, 252

[1] Only total lines include 7.6-percent fringe benefits.

IF "B" ("FACE-TO-FACE" INTERVIEWS WITH ALL MINORITY GROUP SEPARATEES IS ANTICIPATED)

	Positions	Costs
To	864	$10,655,252
Add	194	2,194,825
Total	1,058	[1] 12,850,077
USVAC/contact employees	1,058	12,850,077
Backup staffing (to process workload generated)	1,466	14,423,000
Total	2,524	[1] 27,273,077

[1] Only total lines include 7.6 percent fringe benefits.

Senator CRANSTON. Mr. Johnson, could you provide some sort of status report on the work of the President's Committee?

Mr. JOHNSON. Yes, sir. The Committee as a whole has met and has directed the staff to proceed, which they have done. Considerable and voluminous reports that already exist within the Government have been brought together, and we do have another full Committee meeting scheduled very soon to give consideration to at least priorities within this grouping of materials that we have.

We are striving to meet the deadline of October 15 for that report and it was very apparent at the first meeting that every effort will be expended to meet the deadline of October 15 for that report.

Senator CRANSTON. Good. I am glad to hear that.

Mr. JOHNSON. Further, Mr. Chairman, I might say in that regard that in the previous testimony we did discuss an interim report and it is still hoped that we can reach some kind of an interim report on some of the matters which seem to be important.

I might also add, Mr. Chairman, that there are certain administrative and executive matters that deal with the problems of veterans that can be handled without further legislation, and we have, indeed, begun to implement some of those with the cooperation particularly of the Cabinet Secretaries that are affected.

Senator CRANSTON. In regard to the President's Committee, what process do you foresee once that report is submitted to the President? What will then happen?

Mr. JOHNSON. Well, of course, it will have to receive the President's attention and study and we shall have to wait for him to evaluate that study before we can bring it back. I would say this to you, Mr. Chairman: That the study directs itself to two main thrusts, those things that can be done administratively and those things that require legislation so that at least a good portion of the report can be implemented administratively, we hope, and on the surface of things now it looks that way.

Senator CRANSTON. I assume that the Congress will not see it until it is approved by the President at least in an informal sense as far as requesting any affirmative action.

Mr. JOHNSON. Yes, sir. I believe that to be true because the President did create the Committee and request the report.

Senator CRANSTON. How long would you anticipate it would take from the time it is submitted to the President until there will be a report to Congress?

Mr. JOHNSON. Sir, I cannot honestly answer that, and I think probably your experience within the Senate and in Washington might provide a better answer than one I could give.

Senator CRANSTON. I realize that it is difficult to predict.

Mr. JOHNSON. I would say to you, sir, that we, of course, after completing the study and after what might be an appropriate amount of time would press and urge for action on that from the White House.

Senator CRANSTON. On one specific matter that would relate to the report, when the Commissioner of Education testified on June 24, he indicated that he thought it would be highly desirable for the President's Committee to formulate a position on S. 338, the bill that would increase GI bill education and training assistance allowances, prior to submission of the committee's final report in view of the urgency of that particular matter.

Is there any likelihood that you could help bring about an accelerated report on that particular matter?

Mr. JOHNSON. We have not only told this committeee, but other committeees of the Congress, that we would have, Mr. Chairman, an interim report and that interim report will deal we believe specifically with educational assistance allowances and still hopefully we can bring that forward.

Senator CRANSTON. When would that be made, possibly, do you think?

Mr. JOHNSON. The top staff on this is meeting next Tuesday and hopefully we can come forward within 2 weeks with that interim report.

Senator CRANSTON. Fine. Thank you very much.

I would like to discuss with you briefly your comments on S. 2506 and the amendment that I am going to propose to it in a formal way shortly. I appreciate your support of that amendment very much. Your prepared statement submitted to the committee led me to believe that you would endorse the S. 2506 amendment even if it weren't tied to the requirement for full-time tuition payments.

In that regard I do not understand your statement that the amended bill is directed only to the definition of full-time training in contrast to the original S. 2506.

It seems to me that both versions deal only with the definition of a full-time course. Could you clarify that for us and explain why the amendment would be only half as expensive as the original S. 2506.

Mr. JOHNSON. I will ask Mr. Corcoran, the General Counsel, to answer that.

Mr. CORCORAN. Mr. Chairman, because the basic controlling statute would remain the same, that is to say half time would still require 7 hours and the amendment would only apply to full time and would only obtain when the school certified that even though the man was training less than 14 semester hours, that training, as far as they were concerned, constituted full time and full-time tuition would be charged.

Senator CRANSTON. Why couldn't the half-time formula be dropped when a school would certify that 12 would be full time?

Mr. CORCORAN. It could be. That is statutorily possible. We do not believe that such a change would be consistent with the amendment because under the amendment the law would continue the general rule that, in order for a man to receive full-time benefits, he would have to be training a minimum of 14 semester hours. Hence, in the absence of a clear expression of congressional intent to the contrary, we do not believe that the provisions of the amended bill would support a modification of the existing rule relating to the measurement of part-time training. Using the example you cite, it would appear logical to continue to measure half-time training as one-half of 14 semester hours; that is, 7 semester hours.

With regard to the desirability of further amending the law so as to permit schools to certify that half time is half time regardless of a minimum, we feel that this is objectionable because of the lack of universal or generally accepted standards for anything under full time.

We are quite willing to acknowledge that many schools of higher education have standards which permit us to recognize that full time is something less than 14 semester hours, that being a rather arbitrary figure, but at the same time one we think reasonable.

On the other hand, we find an almost complete lack of standards throughout the country on anything less than full time.

So, summing up, we think that to permit a school to certify that a certain course is full time and ought to have full-time tuition is reasonable, but to reduce that would be somewhat objectionable.

Senator CRANSTON. Could you give us a citation where that is in the law because I am not aware of where that 7-hour provision is found?

Mr. CORCORAN. 38 U.S.C. 1684(a)(3) establishes the general rule in undergraduate cases.

Senator CRANSTON. Perhaps we can devise a way to approach the problem.

Mr. CORCORAN. I am sorry, Mr. Chairman. I didn't get that.

Senator CRANSTON. Perhaps we can devise an approach to the problem that that would pose. Assuming the amendment to S. 2506 is enacted, would you indicate how you would define three quarter and half time?

Mr. CORCORAN. Seven hours for half time and 10 hours for three-quarter time.

Senator CRANSTON. Well, we will want to study that question further, and perhaps we will comment on that question in the committee report. In regard to the recommendation to make a comparable amendment in chapter 35 regarding war orphans and the widows education benefits, I assume that your cost figures in your prepared statement do not include the cost of such an amendment.

Could you please provide those costs for the record and in your formal report on S. 2506? I realize you could not do that now.

Mr. JOHNSON. We will provide those for the record, Mr. Chairman.

(The information subsequently supplied, follows:)

ADDITIONAL COST OF S. 2506, WITH PROPOSED AMENDMENT

If S. 2506, as proposed to be amended, is further amended to include chapter 35 trainees, an estimate of the additional cost follows:

THREE-QUARTER TIME TO FULL-TIME TRAINING

Fiscal year	Trainees affected, chapter 35	Estimate of increased cost of direct benefits, chapter 35
1970	1,430	$50,000
1971	1,580	55,000
1972	1,430	50,000
1973	1,350	47,000
1974	1,290	45,000
5-year total		247,000

If a commensurate reduction of hours in half-time training is intended, the following additional cost estimates would be included:

TRAINING—½-TIME TO ¾-TIME

Fiscal year	Trainees affected, chapter 35	Estimate of increased cost of direct benefits, chapter 35
1970	280	$10,000
1971	310	11,000
1972	280	10,000
1973	260	9,000
1974	250	9,000
5-year total		49,000

ALL UNDERGRADUATE TRAINING

Fiscal year	Trainees affected, chapter 35	Estimate of increased cost of direct benefits,[1] chapter 35
1970	1,710	$60,000
1971	1,890	66,000
1972	1,710	60,000
1973	1,610	56,000
1974	1,540	54,000
5-year total		296,000

[1] The above estimates do not provide for the cost of additional trainees who might be attracted to enter training because of this change.

Senator CRANSTON. I notice that in the prepared statement of David Kapel, of Temple University, that he raises the excellent point that perhaps educational institutions should be permitted to establish separate definitions of full-time status for educationally disadvantaged veterans. This would not be provided under S. 2506 or the amendment.

What are your views on that question?

I would add perhaps section 1678 of title 38, relating to educationally disadvantaged veterans, could be amended to provide special discretion for educational institutions to define a full-time course in terms of the number of hours that it is believed the educationally disadvantaged veteran is capable of carrying, either for credit or noncredit.

Mr. JOHNSON. First of all, I would ask permission of you to be excused to make that appointment that I have at 1600 Pennsylvania.

Senator CRANSTON. Fine.

Mr. JOHNSON. Second, this was discussed by me with my staff, to reply to your question that you have just raised, and I again would turn this over to Mr. Corcoran to talk about additional benefits for the educationally disadvantaged.

Senator CRANSTON. I thank you very much for being with us in light of your problems yesterday and this morning.

Mr. JOHNSON. Thank you.

If you would permit, Mr. Wilson will be in my stead here to direct the answers to these questions.

Senator CRANSTON. Thank you very much.

Mr. BRONAUGH. Mr. Chairman, did I understand your question to be as to whether there should be a change in the definition for schools such as adult high schools or others as to the disadvantaged?

Senator CRANSTON. There is some testimony later in the morning in which the question is raised that perhaps educational institutions, and it doesn't define what sort, should be permitted to establish separate definitions of full-time status for educationally disadvantaged veterans.

This wouldn't be permitted under S. 2506 or the amendment, and I just wondered what your views were on that matter. Possibly section 1678 of title 38 relating to educationally disadvantaged veterans could be amended to provide special discretion for educational institutions to define a full-time course in terms of the number of hours that it is believed the educationally disadvantaged veteran is capable of carrying either for credit or not for credit.

Mr. BRONAUGH. Mr. Chairman, I believe that it would be more helpful to the committee if we submit our comments for the record rather than attempt an off-the-cuff evaluation.

Senator CRANSTON. We welcome that.

(The information subsequently supplied follows:)

DEFINITION OF FULL-TIME EDUCATIONAL PURSUIT

Flexibility is already built into our definition of a full-time educational pursuit in that noncredit courses are included with credit courses to determine rate of educational pursuit. The limitations that may exist in disadvantaged veterans are thus recognized. In our application of 38 USC 1678, although the veteran is paid for full-time educational pursuit under the foregoing criteria, his entitlement is not charged for noncredit deficiency or refresher courses taken at secondary level or beyond.

Mr. WILSON. Mr. Chairman, this is one of the matters to which the President's Committee staff is addressing itself, and I think it would be wiser on our part if we could give you a position on that at a later time.

Senator CRANSTON. Fine. If you could zero in on that without too much delay I would appreciate it.

Mr. WILSON. I think we have the message from the Administrator and from the President to expedite and will do it as soon as possible.

Senator CRANSTON. We plan to close the record of this hearing next week, Friday, and if you could give us that by that time, we would appreciate it.

Mr. WILSON. Yes, sir.

Senator CRANSTON. I would now appreciate your explaining in more detail, if you can, the basis for your estimated costs for S. 2668 for both the PREP and other programs. This is covered on page 10 of Mr. Johnson's statement.

Mr. **Wilson**. Mr. Chairman, may I ask Mr. Peckarsky to answer this?

Senator **Cranston**. Since your costs are figured on trainee-years, that is 12 months continuous training for one individual, I assume that if it is expected that the average length of PREP training would be only 3 months, the present training cost would be one-quarter of the $1,800 per trainee that you estimate.

Mr. **Peckarsky**. Mr. Chairman, for budget purposes we use a trainee-year which is admittedly a fictitious creation. It assumes the 12-month training period for one individual on the basis of adding up the actual number of individuals, the months they use, and dividing them by 12. So that we are actually not speaking of an individual engaging in a full 12 months of training. We are assuming the same as you are that the period will be shortened but that enough individuals will take this to add up to that many trainee-years, which is strictly a budgetary device.

Senator **Cranston**. We can assume that we could multiply by four to get the number of people?

Mr. **Peckarsky**. Yes, sir; just as, if I may say so, in estimating chapter 34 participation under the GI bill the average trainee time is about a half year so that when we speak of man-years of training we are really talking about twice that many participants.

Senator **Cranston**. Thank you for confirming that.

I would like to indicate for your guidance that S. 2668 contains some technical errors which would be corrected by striking out paragraphs 1 and 3 of subsection 1(a) and striking the "s" in the word "veterans" on line 3 of page 3. That is just to get the language straightened out.

In the attached cost projection that accompanies Mr. Johnson's testimony regarding S. 2700, there is included the cost of providing face-to-face interviews with all minority group separatees in addition to all those who are educationally disadvantaged.

First, could you explain how in your approach to this problem you define educationally disadvantaged?

S. 2700 did not define that term and it was my purpose in that respect to provide you with discretion to establish such a definition administratively.

Mr. **Peckarsky**. Assuming there were no change in the statute in S. 2700 which there is not, the statute currently defines educationally disadvantaged as one who has not completed high school or received a high school completion equivalency certificate.

Senator **Cranston**. So you would proceed with that?

Mr. **Peckarsky**. We would proceed on the same definition if it were not changed.

Senator **Cranston**. Could you estimate what the additional cost would be to provide full outreach services to all veterans who had high school diplomas but no postsecondary educational experience? How many veterans per month do you think that would amount to?

Mr. **Peckarsky**. If the discharge rate currently is 75,000 veterans per month, and approximately 23 percent of them under the Department of Defense figure—and it is a little less under our figure, but using that figure—we would assume then that about 58,000 per month, I believe, would be not educationally disadvantaged.

6

Senator **Cranston**. What number?

Mr. **Peckarsky**. My rough figures are about 58,000 per month.

Senator **Cranston**. In providing these costs for non-post-secondary high school graduates, could you indicate the full additional cost?

Mr. **Peckarsky**. I am sorry, sir. I misunderstood. Was your question directed in terms of those who have taken no training after high school?

Senator **Cranston**. Yes.

Mr. **Peckarsky**. In other words, those who have 12 years of schooling?

Senator **Cranston**. But nothing beyond.

Mr. **Peckarsky**. And nothing beyond. Then I would have to go back and check my figures again. That 58,000 is those who have completed high school, but many of those have taken some college.

Senator **Cranston**. This is why I asked twice.

Could you submit that for the record then?

Mr. **Peckarsky**. Yes, sir.

Senator **Cranston**. In providing these costs for non-post-secondary high school graduates, could you indicate the full additional cost of providing those services including items D through H in the statement that Mr. Johnson submitted?

Mr. **Peckarsky**. Yes.

Senator **Cranston**. I guess that is something that you will have to submit for the record, too.

Mr. **Peckarsky**. Yes.

(The information, subsequently supplied, follows:)

Cost Figures on S. 2700

Additional costs to provide full outreach services to all veterans who have high school diplomas but no post-secondary educational experience.

Our statistics indicate that 21.3% of the separatees have one or more years of college education. We have previously submitted cost figures for the 23% of the separatees who are "educationally disadvantaged" (less than high school). The remainder of the separatees (55.7%) have completed high school but have not completed a year of college training.

If full outreach service is provided for this group, it would increase the target group by 557,000 separatees per year or 2.4 times greater than the target group established under Item A of the original projection.

The additional staffing and costs to include the expanded group are therefore projected as follows:

	Additional—	
	Employees	Costs
Item A:		
Contact representatives	689	$8,003,856
Clerical	125	780,998
Total	814	8,784,854
Item D:		
Social workers	170	2,433,482
Vocational rehabilitational specialists	170	2,433,482
Vocational counselors	170	2,433,482
Total	510	7,300,446
Item G:		
Employment specialists	340	3,600,211
Clerical	340	2,132,726
Total	680	5,732,937

Note: There are no significant increases in items E, F, and H.

SUMMARY—COMBINING ORIGINAL SUBMISSION AND ADDITIONAL NEEDS

	Original	Added	Total
Item A:			
Employees	339	814	1,153
All costs	$3,660,356	$8,784,854	$12,445,210
Item D:			
Employees	213	510	723
All costs	$3,041,853	$7,300,446	$10,342,299
Item E:			
Employees (included in A)		(1)	
All costs	$144,060	(1)	$144,060
Item F:			
Employees	20	(1)	20
All costs (including per diem)	$326,840	(1)	$326,840
Item G:			
Employees	284	680	964
All costs	$2,388,724	$5,732,937	$8,121,661
Item H:			
Employees	8	(1)	8
All costs	$374,838	(1)	$374,838
Total:			
Employees	864	2,004	2,868
All costs	[2] $10,655,252	[2] $23,476,423	[2] $34,131,675

[1] No additional.
[2] Includes fringe benefits 0.076.

EFFECT ON OTHER PROGRAMS OF HIRING ADDITIONAL CONTACT EMPLOYEES (984 CONTACT AND SOCIAL WORKERS×2.35=2,313)

Other programs	Original	Added	Total
Employees	1,466	2,313	3,779
C.P. & E.	784	1,238	2,022
Loan guarantee	30	48	78
Administrative	490	774	1,264
Finance	162	253	415
All costs	$14,423,000	$22,758,000	$37,181,000

GRAND TOTALS

	Original [1]		Added		Total	
	Employees	Costs	Employees	Costs	Employees	Costs
USVAC/contact	864	$10,655,242	2,004	$23,476,423	2,868	$34,131,675
Other programs	1,466	14,423,000	2,313	22,758,000	3,779	37,181,000
	2,330	25,078,252	4,317	46,234,423	6,647	71,312,675

[1] The grand total shown in this column does not correspond with the total shown in the VA report on the original bill because the 194 contact representative positions necessary for a face-to-face interview with all minority group separatees under the original bill are incorporated into column 2 (added) of this grand total chart.

Senator CRANSTON. What effort is presently made to employ in contact work recently returned Vietnam veterans especially those who were themselves educationally disadvantaged? Do you make any special effort in that regard?

Mr. PECKARSKY. Yes, sir. Our outreach effort is devoted primarily to the educationally disadvantaged. However, we provide counseling at separation centers for all about-to-be-discharged servicemen. We send a computer-generated letter to all recently discharged veterans inviting them to avail themselves of our outreach activities at the U.S. Veterans Assistance Centers, and many of them do so, and many of them receive the full range of assistance including job placement assistance.

(The following information was supplied for the record:)

WORKSHEET, OFFICE SERVICES, C. & A.S., AS OF JUNE 30, 1969—REPORT OF COMPUTER-GENERATED LETTERS SENT TO VETERANS

	Total letters	Educationally disadvantaged	Percent of total
Area 1:			
Hartford	11,847	1,919	16.2
Wilmington	2,250	374	16.5
VBO	13,255	1,738	13.1
Togus	5,028	934	18.6
Baltimore	12,490	2,229	17.5
Boston	20,304	3,130	15.4
Manchester	3,227	544	16.8
Newark	27,334	4,036	14.7
Buffalo	20,071	2,829	13.9
New York	49,402	7,834	15.9
Pittsburgh	21,126	2,283	10.7
Providence	6,436	1,333	20.1
White River	1,738	250	14.6
Huntington	8,159	1,661	20.2
Subtotal	202,667	31,094	15.3
Area 2:			
Montgomery	13,475	2,485	18.3
Little Rock	9,437	1,728	18.3
St. Petersburg	28,610	4,875	17.0
Atlanta	22,443	4,029	18.5
Louisville	13,476	3,221	23.8
New Orleans	13,743	2,642	19.4
Jackson	6,698	1,283	19.1
Winston-Salem	23,393	4,268	18.2
San Juan	3,370	562	16.7
Columbia	11,711	2,122	18.2
Nashville	17,675	3,492	19.7
Houston	24,108	4,341	18.3
Waco	27,430	4,527	16.5
Roanoke	19,447	4,569	23.5
Subtotal	235,016	44,155	18.9
Area 3:			
Chicago	50,546	8,104	16.0
Indianapolis	20,047	3,281	16.4
Des Moines	12,812	1,502	16.1
Wichita	9,436	1,180	12.6
Detroit	40,856	6,775	16.5
St. Paul	15,036	1,441	9.4
St. Louis	22,508	3,489	10.7
RPC			
Lincoln	6,320	664	10.4
Fargo	3,740	490	13.1
Cleveland	47,017	7,113	15.1
Muskogee	13,482	2,053	15.3
Philadelphia	32,583	4,544	13.9
Sioux Falls	2,756	340	12.4
Milwaukee	17,834	2,080	11.7
Subtotal	295,033	43,056	14.6
Area 4:			
Juneau	376	67	17.8
Phoenix	7,806	1,282	16.4
Los Angeles	61,493	7,852	12.7
San Francisco	40,157	5,146	12.9
Denver	11,208	1,440	18.4
Honolulu	4,117	379	9.1
Boise	2,851	453	15.9
Fort Harrison	3,365	485	14.4
Reno	1,203	159	17.7
Albuquerque	5,888	868	16.2
Portland	10,814	1,393	12.9
Manila	26	9	34.6
Salt Lake City	4,320	666	15.4
Seattle	19,782	2,191	11.2
Cheyenne	1,698	215	12.7
Subtotal	175,104	22,605	13.3
Total	907,820	140,910	15.5

Senator **Cranston**. My question was actually directed to what efforts are made to employ people of that background who are returning veterans, for this work?

Mr. **Peckarsky**. Subject to the limitations of the Civil Service rules and subject to the rather stringent employment restrictions we have been under for the past year, and our total employment efforts have been severely restricted in the past year.

However, we certainly, when we do have the opportunity to employ, make every effort to employ those who would best serve the target group.

In that connection, I could mention that over 46 percent of all our USVAC employees are minority group members.

Mr. **Wilson**. Mr. Chairman, I think we should also mention here, sir, that we have tried to put the best people we have into our USVACS in order to do the kind of outreach that would be meaningful. These USVACS started in the late winter of 1968 so that, in specific answer to your question as to whether we have hired people who in turn have been served by USVACS, I would think the answer would have to be no.

Senator **Cranston**. Thank you very much.

What percentage of those contacted who file for educational benefits fail to actually follow through on those benefits? Do you have that figure or could you provide it?

Mr. **Wilson**. That is one of the figures that we are compiling now, sir. We have a system in our USVACS for a 45-day followup. After a man has filed an application, we attempt to make a determination as to whether he did really follow through.

We do not at this moment have statistics which we think are really meaningful, but this is another matter to which the committee is addressing itself. We know the number that file the applications. We know the number that are in training at the end of each month, and we have our projections of course for future months and future years; but, as to the specific number of those in our USVACS who have filed applications who have followed through, I think it would not be possible for us to give you a very meaningful answer right at the moment. We do know that in California for instance that of the total of educationally disadvantaged cases received there have been some 18,000. In USVAC areas that number has been something in excess of 10,000.

We found of that number that 1,500 actually were not disadvantaged under our definition in that they had received high school equivalencies while they were in the service. This left 8,500 veterans remaining educationally disadvantaged in this one particular area.

We talked face to face with 5,400 of these, or 63 percent; 3,451 or 64 percent filed an application for educational benefits; 779 or 23 percent requested counseling and all together that number of veterans, 5,400, filed 6,086 applications of one kind or another.

Senator **Cranston**. I think that one thing we should consider in defining the educationally disadvantaged under modern circumstances is that you actually have to go beyond high school in today's society to have taken advantage of educational opportunities.

Mr. **Wilson**. I think, sir, that it would be proper for me to say that this is one of the most difficult matters to which the President's Committee is addressing itself. There are many kinds of definitions that could be used in this regard.

The one that we have used in the VA, of course, is the statutory one. It is a color-blind definition. It is one that makes it rather easy, we think, to readily identify people. I know of nothing that is receiving more active consideration by the President's Committee than an attempt to come up with a definition.

The Veterans' Administration position at this point, I think, would be that we would favor the statutory one which currently exists because it is color-blind and much less difficult to administer.

Senator CRANSTON. I think it is a subject worthy of very close reexamination.

Do you have a figure that you could give us, if not now, for the record, generally of those in all categories who file for educational benefits and then fail to follow through, not just talking of the disadvantaged?

Mr. WILSON. I think we can estimate this, can we not, Mr. Peckarsky?

Mr. PECKARSKY. I missed part of that question, Senator.

Senator CRANSTON. I wondered if you can dig up for us and give as accurate a figure as you can of the general number, not just the educationally disadvantaged, who file for educational benefits and then fail to follow through on those benefits, so that we see how much dropout occurs after people file.

Mr. PECKARSKY. Yes, sir. At any given time we have in our records about 300,000 approved applications of those who have not as yet taken advantage of the bill.

To pick those out and try to analyze how many never take advantage of it will probably require some speculation since many of them will file this year and go to school next year.

Senator CRANSTON. I think it would be worth trying to analyze that.

Mr. PECKARSKY. We will try to arrive at a figure, but it will not be a precise figure.

Senator CRANSTON. I realize that.

(The information subsequently supplied follows:)

VETERANS WHO APPLY FOR READJUSTMENT TRAINING AND NEVER FOLLOW THROUGH

			Chapter 34 (June 1969)			
			Post Korean		Vietnam era only	
	World War II	Korean conflict	Veterans	Veterans and servicemen	Veterans	Veterans and servicemen
Cumulative applications	10,250,000	2,947,000	1,582,100	1,710,000	873,500	1,001,400
Entered training	7,800,000	2,391,000	1,213,400	1,304,000	663,800	754,400
Difference	2,450,000	583,000	368,700	406,000	209,700	247,000
Percent of applications	23.9	19.6	23.3	23.7	24.0	24.7
Found ineligible	(1)	(1)	97,000	105,200	48,400	57,000
Eligibles not entered	(1)	(1)	271,700	300,800	161,300	190,000
Percent of applications	(1)	(1)	17.2	17.6	18.5	19.0

[1] Not applicable.

Note: Data are available for the 2 prior GI bills to show cumulative applications and total who entered training. The difference between those figures is presumed to represent applicants who never entered training. However, the data for the earlier programs do not show how many of these veterans applied and never entered training because they were found to be ineligible. Comparison of the 3 programs is shown.

It is likely that the percent who did not enter training will be substantially reduced for current trainees by subsequent entries from this group. For example, many of these applicants are waiting for the fall school semester to begin.

Senator **Cranston**. I assume that you would concur with my view that reaching only 17 percent of the educationally disadvantaged recently returned veterans is not really doing the job that must be done. That is not an effective percentage.

Mr. **Wilson**. I think the concern of the committee would properly be expressed in terms of the concern of the President, sir, when he said that certainly more could be done and should be done. Hopefully this will be the prime objective of what the President's Committee will be doing.

I might say that at the end of June 1969 we had received 582,983 applications. Our anticipated enrollment for September is 340,400, and we expect a peak enrollment next year in April of 1970 of 802,700, which is a considerable increase over the number which was the peak of last April.

Senator **Cranston**. Would you agree that the gross under utilization by high school dropouts, less than half of prior GI bill rates, is really quite alarming and indicates that the programs like S. 2668 and more aggressive outreach as in S. 2700, are really very much needed?

Mr. **Wilson**. Sir, I think one of the difficulties that we have had as we have been under the statistical argument for some period of time is that in many, many ways we have been attempting to compare oranges and apples. The World War II bill was considerably different from the Korean bill.

The World War II bill had an extensive on-the-farm training program. It had an extensive on-the-job training program quite different from the one which existed following the Korean bill or following the passage of the Vietnam bill. It is very, very difficult to compare these statistics. Certainly there is always room for improvement but today there is a much higher percentage of people who come out of the service who have a high school diploma than was true after World War II or after Korea, so that naturally there is a difference in the percentages of participation in various phases.

As to whether or not these figures can be specifically correlated, I am not prepared to say. Our figures show, as I read the figures at the Veterans' Administration, Senator Cranston, that if you take the 36 months following World War II and take 36 months following the passage of the Korean bill and take 36 months following the passage of the Vietnam bill, that the figures of participation are somewhat comparable. The people who have predicted the future for us in terms of historical statistical references say that they think that in the final analysis the current figures will become very comparable in terms of total numbers but this is not to say that that is enough. We think it is not enough.

Certainly the President would not have had a concern and certainly he would not have formed this committee had he not believed that there could be a substantially better participation rate than currently exists, and it is to that goal that your bill points, I think, and certainly that is our objective.

Senator **Cranston**. Certainly whatever the comparisons are, we have to do all we can to see that those who could gain by this and through whom society could gain by these approaches are dealt with.

Mr. **Wilson**. Yes.

Mr. **Corcoran**. I wonder if I may make a personal comment as a rather recent employee of the VA.

I was with a veterans organization for about 20 years, and I would characterize the Veterans' Administration's efforts to reach veterans and their dependents over the last 2 or 3 years as magnificent.

It has always been a fact that a certain percentage of eligible veterans simply don't file a claim. This was the history of the pension law that was enacted a few years ago. This was the history of war orphans education, whereby an orphan could get a college education; but a great number of them never filed a claim, apparently because they just didn't know about the eligibility. The effort that the Veterans' Administration has made over the last 2 or 3 years to seek out persons and to bring the benefits of the Government to them is unprecedented. While it is true that much more could be done, I think the VA is to be complimented on what they have done.

Senator **Cranston**. On the educationally disadvantaged there does seem to be a real gap between what could be done and what is being done.

I think our objective is to see what we can do.

Mr. **Corcoran**. I think what I was referring to is the character of VA service.

The fundamental principle used to be that a claimant came to you, the burden was on him. But over the past few years, the Veterans' Administration has gone into the man's home in the ghetto area to try to induce him to avail himself of the benefits and services. I think that is what I find so remarkable.

Senator **Cranston**. I would be interested in whatever you could tell us about what studies the VA has conducted on how to go about reaching and motivating the educationally disadvantaged veterans.

Have you made any studies of what new techniques might increase your effectiveness in that regard?

Mr. **Peckarsky**. We are constantly involved, Senator Cranston, in just that venture. We have two studies underway right now, one of them to attempt to identify that very difficult concept you put your finger on, motivation.

We expect to have the results of that study by approximately November 1. We are engaged in a venture with the Urban League to investigate whether some coalition type of outreach with them would be of additional help. We solicit the help of target groups that have knowledge of the educationally disadvantaged veteran, and in every community we operate a slightly different technique.

For example, in San Francisco we just had a job fair, a 1-day venture with 18 large employers in the area, which resulted in placing over 100 veterans in jobs immediately.

Senator **Cranston**. On this matter of reaching the educationally disadvantaged, do you consult on any regular basis with other agencies that deal with the disadvantaged generally, on a regular basis such as OEO, HEW, or HUD?

Mr. **Peckarsky**. Not on a regular basis, but we have frequently consulted with them. They are engaged in this committee venture the same as we are. The Bureau of the Budget is engaged in a study in depth of this particular group in an attempt to decide what there is that we need to do for this group.

Senator CRANSTON. I should think coordination with them and probing into what methods they have found worked or what methods they have found do not work in reaching the disadvantaged to alert them to programs and to involve them in the programs and to see that they take advantage of the opportunities there could be helpful. And I just urge that if you aren't doing everything that might be done there, that you do it.

Mr. PECKARSKY. This is being done at the local levels where parallel facilities exist on a regular basis. This is one of our mandates to our field stations.

Senator CRANSTON. I think that covers all the questions I have.

Do you have anything to add?

I thank you very, very much for your very helpful testimony, and I hope you can meet that deadline.

I am going to have to ask for a 1-minute recess.

(Short recess.)

Senator CRANSTON. Our next witness is Mr. Frank McKernan, Director of the Transition Program, Department of Defense. Mr. McKernan, I appreciate very much your presence, and I am delighted to hear your testimony.

STATEMENT OF FRANK McKERNAN, DIRECTOR, TRANSITION PROGRAM, DEPARTMENT OF DEFENSE

Mr. McKERNAN. Thank you, sir.

I have a short statement here which I would like to present at this time.

The members of the Senate Subcommittee on Veterans' Affairs are aware, I am sure, of the great concern of the President with the problems facing the Vietnam veterans on their return to civilian life.

The Committee on the Vietnam Veteran set up by the President under the chairmanship of the Administrator of Veterans' Affairs and including the Secretary of Defense, Secretary of Labor, Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the Chairman of the Civil Service Commission has as its responsibility to report to the President "on the present stage of benefits for returning veterans and recommendations on how these provisions can be improved or redirected."

The President's Committee has been reviewing a variety of proposals to assist the Vietnam veterans, including proposals such as those contained in S. 2668. The problem faced by the committee is the careful evaluation, selection, and development from among the proposals before it of those items which best fit into an integrated program which can most effectively serve the needs of the veterans.

In view of the foregoing, we wish to defer comment on veterans' legislation before Congress which relates to the work of the President's committee pending the preparation of a report by that committee.

Therefore, the Department of Defense recommends that this subcommittee defer action on the proposed legislation pending the report of the President's committee and the development of the administration's recommendations after review of that report.

This finishes my brief statement. I would be happy to answer any questions you may have, sir.

Senator CRANSTON. Thank you.

Could you give us a brief description of your Transition program?

Mr. MCKERNAN. Yes, sir. The program, Project Transition, began in January of 1968. It has been in operation since that time.

In terms of the kind of thing we attempt to do, each man who has 6 or less months of service time remaining, who is in the States, is questionnaired on what his intentions are; if he wishes to remain in the service, whether he is still on the fence, or desires to get out; and we have given that questionnaire to almost a half-million men between January 1968 and June of this year.

On the basis of that questionnaire, we then move the man into some kind of counseling session, either group counseling or individual. We have provided this kind of counseling under the program to about 445,000 men.

It is from this point on that then we try to make the decisions with the men as to what kind of things we can offer to them prior to the time that they are released from service.

This is the heart of the program, to see what can be done during those last 6 months to provide either education or training. Up to this point in time, we have placed into training about 72,000 men, either through an educational route or through the route of vocational training.

It splits normally on the basis of about 70 percent of the men who want to go the vocational route, and about 30 percent of the men would be desiring to go the educational route.

Our aim in the program is to try to hit those men who have less education or no civilian related skills, to try to hit the combat man, the disabled man, those who may have come in the service with these kinds of deficiencies, and who may not have gained a civilian related skill while still in the service. They are our prime target group.

Senator CRANSTON. Why does this transition program reach only about 60,000 servicemen annually?

Mr. MCKERNAN. Well, I think there are various reasons. The first one is that it is limited to those individuals who are in the States during the last 6 months of their service. It does not include, therefore, a large number of men who are returned immediately upon their service overseas and are discharged within 24 hours after arrival.

The early release program which the services instituted last October cut in also to the number of individuals who might otherwise have been eligible for this program.

Senator CRANSTON. Why does it reach only such a very small percentage of the dropout veterans?

I gather it does reach a small percentage of them. About the same proportion of its participants are dropouts, 26 percent, as are all dischargees, 23 percent.

Mr. MCKERNAN. I think when we first instituted the program, it was very popular with individuals who may have had some kind of civilian related skill, who wished to upgrade it, so that one of our principal problems was to try to zero in to a greater extent on those individuals who had no skills. I think we have tried to redirect our efforts within the last 6 months to reach those individuals that we have not in the past reached.

Senator CRANSTON. I have to leave for a moment. Excuse me. Senator Schweiker, the ranking minority member, will take over.

Senator SCHWEIKER (presiding pro tempore). Why is there so much disparity between the DOD 23 percent and the VA 15½ percent figures for the percentage of dischargees who are high school dropouts?

Mr. MCKERNAN. I think that this is subject to some statistical interpretation. We are looking into this at the present time.

I think that our statistics are based upon all individuals who are eligible for separation within 90 days from the date of discharge. There are some individuals who would reenlist, and I think that there may be some figures in here which statistically need to be looked into in terms of that disparity which you have identified.

Senator SCHWEIKER. Can you give us some details, or a report for the record?

Mr. MCKERNAN. Yes, sir; I can.

REASON FOR DISPARITY OF DOD AND VA FIGURES

A review of the data on which the DoD and VA figures are based indicate that the DoD data are compiled from military service records of enlisted men eligible for separation while the VA data are derived from information given on individual discharge certificates for both officers and enlisted men. The discrepancy in percentages is principally the result of the inclusion of officers in the VA data. This raises the average educational level.

Senator SCHWEIKER. How many non-military-run education courses are being offered in the transition program?

Mr. MCKERNAN. I would say that the bulk of the courses are nonmilitary. The two biggest training agencies we have are private industry—and I would say that about 50 percent of our training at the present time is with private industry—and Government agencies. About 25 percent is given over to Government agencies, where we use the Manpower Development Training Act program of the Department of Labor, and the rest of the program is handled through our own onbase resources.

Senator SCHWEIKER. Then the bulk is nonmilitary, you say?

Mr. MCKERNAN. Yes, sir; it is.

Senator SCHWEIKER. Would you tell us a little bit more about the job placement part of the Project Transition, and particularly the number of men who have been placed, and the cost of this phase, and your idea of how it is working?

Mr. MCKERNAN. I would say that first of all where we have private industry participating in providing training, either on or off a military base during the last 6 months of a man's training, we have a very high placement rate. I would say it is somewhere between 70 and 90 percent.

The reason is that private industry is there providing that training at no expense to us, and they are certainly anxious, of course, to get a backup for that effort they have made, and therefore their purpose is to hire the men they have trained. So we have an excellent capability in a placement system for those individuals.

Secondly, where Government agencies are providing training, such as the Post Office Department, we have an excellent placement rate there, also.

For example, there have been almost 4,000 men who have gone through the postal training program who have been placed in postal positions.

As to the total number, I do not have that at the present time, because we are trying now to go out to get a feel for this particular kind of effort, and how well we have done, and we don't have the figures in as yet to give any kind of a total estimate of the placement.

Senator **Schweiker**. Would you be able to supply them for the record, or would you not have them available by that time?

Mr. **McKernan**. I don't think that they will be available in the near future.

Senator **Schweiker**. And the cost aspect, did you cover that?

Mr. **McKernan**. No; I did not cover the cost of this.

I think in terms of cost, it is fairly negligible, because of the fact that we do two things. One, we leave it up to industry, which is providing the training, to provide the placement automatically, and secondly, we refer those other individuals where we do not have actual placement, known placement, to the Employment Service for their look-see into the situation.

Senator **Schweiker**. How transferable to civilian life are the skills of most dischargees?

Mr. **McKernan**. I would say that for the high technical skills there is a high rate of transfer. When we get into combat type skills, service type skills, there is less of a transfer.

This is one of the reasons why some of the men who are leaving the service, who may already have a skill, are anxious to perhaps upgrade that skill through the transition program.

This is subject to further study, and it is a difficult question, of transferability of skills, but I would say that some of the studies show approximately about 50 percent of the skills which are attained in military service are transferable.

Senator **Schweiker**. What would be some of the major skills in that 50-percent category?

Mr. **McKernan**. I would say all of the electronics training, and all of the aircraft maintenance training, most of the maintenance training in most of the services, these kinds of skills are readily transferable.

Senator **Cranston** (presiding). What is official DOD policy with respect to encouraging servicemen to participate in the transition program?

I wondered whether it is discretionary with local commanders to decide whether to permit participation.

Mr. **McKernan**. The official policy is that all men where transition sites are established—250—and who have 6 months or less service time remaining will be given questionnaires to express their interests. I think that the fact that we have a decentralized program is based upon several items.

First of all, it is an all volunteer program, and since it is volunteer, the number of people who might participate at each of the installations may vary, and therefore we feel that the decisions really, in effect, should be made at the unit level.

Second, units do have missions to perform, and we feel that the commanders themselves know what their current manpower needs are to get these missions done, and when and where men can be spared.

So you have variations in how busy an installation is in terms of the numbers of men who might be spared particularly on duty.

The third point is that we feel that the local management best can operate this, because of the budget restraints that we have been operating under, and they know what their local resources are. In addition, since we have attempted to use local resources to the extent possible to reduce budget, we then feel that they best can manage this program at that level.

We also feel that any mandatory quota would of course under the current operating conditions increase costs beyond our capacity to provide the kind of training that might be needed.

Senator CRANSTON. If PREP is enacted, it seems to me that a base commander should be urged to really support the program. Don't you agree?

Mr. MCKERNAN. I think in terms of the PREP program, that it addresses itself to a very definite problem that we do have.

Senator CRANSTON. We have received quite a few reports that some base commanders are unsympathetic and actually seek to discourage participation in the present programs. Do you believe that this may be so in some cases, and what can be done about this problem?

Mr. MCKERNAN. Well, I think that the problem with a commander is basically one of trying to get his mission done, and having possibly to release some men for this program.

I think generally speaking that it has been my experience that most of them attempt to accommodate the man, if at all possible, but of course in many cases, where you have to have mechanics on the flight line, for example, and there are just so many, and maybe a few of these men would like to participate in an educational program, they might not be able to, in order to keep the airplanes flying.

Senator CRANSTON. How many educational institutions that are not run by the military are involved now in the transition program, cooperating in it?

Mr. MCKERNAN. Well, first of all, there are two aspects to that program.

The first one is that in terms of the precollege preparation program, we have a few which are sort of pioneering. The earliest one was Webster College, which I think you are familiar with, which is our first attempt to get men in the so-called disadvantaged category into precollege preparation training programs.

The second one, which is most successful, is the program conducted by City University of New York at Fort Dix.

The third program, while it is not on base, as these two are, or were, and I believe over 50 percent of those were in minority groups. They were well selected by the university in terms of a good counseling program. I am hopeful that they will be able to move on to a second.

The third program, while it is not onbase, as these two are, or were, is one conducted by UCLA, which is an outreach program at Camp Pendleton, with marines, of recruiting marines to attend a precollege program on campus at UCLA.

In terms of the second group of educational institutions, there are any number on a local level, the local high school, or the local school system, who are participating in some programs for the less than high school, in terms of academic subjects.

We also have several junior colleges which through the MDTA program, supported by MDTA, are providing police training.

Senator CRANSTON. How many of the 60,000 are actually receiving that sort of opportunity now?

Mr. McKERNAN. I would say in the educational area that about 30 percent of any group usually go the educational route, but most of that 30 percent are those who were seeking to complete a GED high school equivalency program.

Very few are what might be called at the college level.

Senator CRANSTON. Would you agree that a modification of the 5 months early discretionary discharge policy for servicemen who have been in Vietnam might be advisable?

It would seem wise to me for a veteran wishing to participate in the PREP to be not only able but encouraged to remain in service for that purpose and have the flexibility available to him of choosing to remain in service less than the full five months left in his tour of duty.

Mr. McKERNAN. Sir, I am hopeful that that is one of the agenda items of the President's Committee, because I feel that giving a man an option in this direction prior to his discharge might be beneficial to him, and I am hopeful that consideration will be given to this kind of problem.

It would, I must admit, however, require the services to have an increase in their end strength, in order to accommodate for those people who would be on duty specifically for the purpose of getting this training.

Senator CRANSTON. What would it require?

Mr. McKERNAN. An increase in end strength in total amount, because if you take so many men away from duty, you would need to have some kind of increase in the numbers of people who would be in the mission job while these other people were being in training.

Senator CRANSTON. I gathered one thing that is needed is some flexibility between either going out at once or staying the full 5 months, that there may be need for staying 3 or 4, and not being forced to choose between going right out or staying the full 5 months.

Mr. McKERNAN. Yes. I think that if provision could be made for just that time that would be needed to provide for a civilian related skill, it would be tailored directly to the needs, that this would be a consideration.

Senator CRANSTON. Do you have information available now, or could you give us information, relating to the predischarge educational program proposed in S. 2668, as to what proportion of the servicemen are at a military base in the United States for 4 or more months prior to separation?

Mr. McKERNAN. I would have to give that to you later as it is a statistic which I do not have.

Senator CRANSTON. If you could, I would appreciate that, and also if you could in doing so give us a breakdown in terms of what happens in the Army, the Navy, the Air Force, and the Marine Corps.

Mr. McKERNAN. Yes sir.

(The information subsequently supplied follows:)

Following is a listing of the percentages of military personnel who spend the last four months of their tours at installations in the continental United States under current conditions:

	Percent
Army	65
Navy	10
Marine Corps	87
Air Force	86

Senator **Cranston**. Have you had any negotiations with the Coast Guard officials regarding introduction of the transition program into the Coast Guard?

Mr. **McKernan**. No, sir. We have not. When we first instituted the program, we made it known to them, but we have had no subsequent discussions with them.

Senator **Cranston**. Do you know how many separations they have annually?

Mr. **McKernan**. No, sir; I do not.

Senator **Cranston**. Is there any reason to think that people leaving the Coast Guard have any less need for predischarge education than those in the other services?

Mr. **McKernan**. I would say these are men who have been in a military service type situation, and they probably would have the same kind of problems identified as others.

Senator **Cranston**. I should think that is a subject that should be explored, to see whether more might be done there.

Mr. **McKernan**. Yes, sir.

Senator **Cranston**. Could you describe your transition program experience at overseas bases, and what particular problems you encounter there that are different in any way from what you encounter here?

Mr. **McKernan**. I would say first of all that we have a very limited number of transition sites overseas, and they were limited primarily to the Air Force, and the Air Force overseas has primarily been interested in counseling the men about job opportunities, and have attempted to link up through communication with employment offices in the U.S. Employment Service in the home town that services the man, so that these have been extremely limited and only to the Air Force at this particular time.

Senator **Cranston**. What difficulties would you foresee in implementation of the PREP program overseas?

Mr. **McKernan**. I would say that you would have variations as to where that program might be instituted, less difficult in places like Germany and Hawaii, and maybe possibly Korea, but, when you got into Southeast Asia, of course, I think in this case at the present time, we could do nothing.

Senator **Cranston**. Would you feel that there would probably be a problem in finding educational institutions with sufficient interest and capability to provide the courses overseas?

Mr. **McKernan**. This would depend, I think, on the kind of cooperation that you might get out of universities, colleges, and of course junior colleges are quite limited in the community, but I think it would depend upon the educational community and the outreach kind of program that they might well establish.

Senator **Cranston**. Do you have any estimates as to how much it should cost to provide good education programs per man-month at one of your bases?

Mr. **McKernan**. No, I do not.

Senator **Cranston**. Could you develop some figures that you would consider useful in that line?

Mr. **McKernan**. Yes.

(The information subsequently supplied follows:)

The kinds of programs we envision will require a good deal of individualized effort in selection of suitable students in motivation and in remedial education. We estimate the cost per man-month to be about $175.

Senator CRANSTON. Should educational institutions be expected to bear a share of the cost, and if so, how much should be required in the bill, in your opinion?

Mr. MCKERNAN. I think our experience today is that the educational institutions are willing to provide some resources, but if they go onbase, there are problems of transportation, housing, taking care of instructor personnel there, and I think it is this kind of expense which they are hopeful that some kind of provision be made for through legislation.

Senator CRANSTON. Do you have any thoughts at the present time as to what courses should be offered in prep?

Mr. MCKERNAN. I would say first of all that with our experiment with the precollege preparation program that this is bearing good fruit, and I think in terms of the disadvantaged serviceman that we can hopefully contact more of those men who might never have thought about going to college. So I think this is certainly one program.

Secondly, I think that there may be some professional-type programs, for example male nurses and this type of thing, for meeting some of the problems of medical services at this time. This kind of program would be worthwhile.

Senator CRANSTON. What other services should be a part of the prep program?

Mr. MCKERNAN. Of course, in terms of the program itself, I think one of the key items in any kind of program such as we have been conducting with the colleges now is an essentially good counseling program, in which the university educational institution has an opportunity to motivate the individuals for joining this kind of an educational venture.

Senator CRANSTON. How much of the additional services, apart from strict educational courses, should the VA carry out, and how much might be tied into being carried on by the educational institutions involved?

Mr. MCKERNAN. I think the VA of course as an organization is not in a sense a trainer. It provides the means by which the training can be accomplished. Therefore, I think that part of the program, in terms of the resources that might be made available to the Veterans' Administration, they certainly can afford, like they do at the present time, having vocational institutions participate through their guidance, as well as providing some counseling service to serviceman.

Senator CRANSTON. Of course, the main objective is that PREP lead on to something after these courses and counseling services should be available, and should be top flight.

Should such counseling be carried on through the VA, or through the educational institutions?

Mr. MCKERNAN. I would say it would largely depend upon the kind of program that was in effect.

I would say that from our own experience with the precollege kind of programs we have had good success with the educational institutions doing this kind of counseling.

Perhaps in the other educational programs the Veterans' Administration could supply the better means.

Senator CRANSTON. I would appreciate it if you would bring the concerns that we have agreed on, as to the need for change in the 5-month period, to the attention of the Secretary and work for such a modification, where possible.

Mr. McKERNAN. Yes, sir.

Senator CRANSTON. I have one last question.

For how long do you feel PREP courses should be offered to the individual serviceman? The bill provides up to 12 months. Does that sound correct to you, or do you have any other thoughts?

Mr. McKERNAN. I would say that this is a fairly long time. I would say that the services, of course, as you know, and rightly so, are always concerned about moving too soon into interesting men relative to civilian life, and therefore that is one reason why we went under the transition program to the last 6 months, because we though decisions about their staying in and reenlisting would well have been made prior to that time.

It is for that reason that we feel that in fairness to our own interests in career men, that we would have a shorter period of time for consideration.

Senator CRANSTON. Thank you very much. That completes our questions. I appreciate very much your being here.

The next witness is Dr. Leonard T. Kreisman, director, college discovery program, City University of New York.

We also have with us Mr. James Smith, director of veterans' programs, Staten Island Community College, Staten Island, N.Y.

STATEMENT OF DR. LEONARD T. KREISMAN, DIRECTOR, COLLEGE DISCOVERY PROGRAM, CITY UNIVERSITY OF NEW YORK; ACCOMPANIED BY JAMES SMITH, DIRECTOR OF VETERANS' PROGRAMS, STATEN ISLAND COMMUNITY COLLEGE, STATEN ISLAND, N.Y.

Dr. KREISMAN. Since January of this year, the City University college discovery program and Staten Island Community College have been sponsors of a program which provides college adapter-type training for returning veterans at Fort Dix.

In its exploration of this area, the university learned that little if any Federal funds were being allocated to provide academic-type training for veterans who might be interested in going on to college.

The university ventured some of its own resources to pay for the necessary staff in a pilot program involving some 23 men at Fort Dix. Using on-base facilities, these veterans, many of whom were representatives of minority groups, were given 15 or more hours of instruction a week in the building of the necessary skills that would better equip them for college success.

Activities were undertaken which would improve their reading skill, work was also covered in mathematics, and attention was also given to psychological and general counseling. After a 14-week cycle, 17 of the veterans will be enrolling in collegiate programs, most of these going to the city university.

Based on this experience, attempts were made to secure funding from a variety of Federal sources, but it would appear that there is a reluctance on the part of the Federal Government to designate the responsible agent for such activities.

Recent reports have demonstrated that the present GI bill benefits are not being used in great measure by returning Vietnam servicemen. Less than 10 percent of returning servicemen appear to be using these benefits, and the present emphasis of Project Transition, which is the Department of Defense's effort to develop job skills among returning servicemen, puts too great an emphasis on immediate job skills, and pays no attention to the fact that some veterans may wish to go on to college. The transition program does little if anything to satisfy this need.

All of the available evidence points to the fact that minority groups in the United States look upon education, and particularly higher education, as a way to break their economic enslavement, and find their way out of the poverty cycle.

It is now apparent, after World War II, that the influx of veterans into higher education, which was so significantly fostered by the GI bill, gave many Americans a real opportunity to change their economic lot. A similar effort is needed to support the efforts of minority servicemen.

It has become apparent that the presently stretched thin resources of many universities are ill equipped to handle the kind of massive effort that must be made. Federal resources are the only ones that can do the kind of job that is needed.

A step in this direction is indicated by Senate bill 2668, which is designed to provide a predischarge education program, underwritten by GI bill benefits, without these being charged to the veterans' overall entitlement.

This would provide the kind of funding that is necessary to offer widespread college adapter type training to returning servicemen. It would provide an opportunity to colleges and universities to work closely with returning servicemen during their last few months in the service.

Such an opportunity would give these servicemen a chance to really explore what would be required of them in pursuing a college education, and would also offer them an opportunity to build their skills and see whether or not they have the necessary ability to carry through.

For institutions of higher education, it would offer a significant opportunity to introduce into the college student body a group of mature and interested minority veterans who could have a significant impact on colleges, just the way the GI bill students of the middle 1940's did.

Everyone connected with higher education now agrees that the large numbers of returning servicemen who went to college after World War II brought a new maturity to college education, and changed both the approach as well as the demands that colleges placed on students.

We can all agree that if we are to solve the problems of poverty, these must be attacked on all fronts. Here is a significant front that is being overlooked, and yet it would provide a way to make a significant contribution to the continuing war on poverty which we are presently waging in America.

We need to offer to the black and Puerto Rican, as well as the poor white in America, the same kind of open-door opportunity that we offered to the middle classes in the post-World War II era. We can offer no less, unless we wish to perpetuate, in Michael Harrington's phrase, "The Other America."

Mr. Smith also has a statement that I think we would like to put into the record.

I don't know, sir; if you would prefer that we both do our statements first, and then respond to any questions that you might have.

Senator Cranston. Yes, we would be very glad to have your statement, too.

Mr. Smith. City University and Staten Island Community College would like to register our support for S. 2668, to provide additional education and training benefits to veterans. It is our understanding that this bill is designed to offer financial support for a predischarge education program.

Since early January of 1969, the City University of New York and one of its members, Staten Island Community College, have been sponsoring a pilot program at Fort Dix involving 23 servicemen.

On the basis of our experience, it is our belief that not only is there interest, but also need. The current Project Transition program places great emphasis on job skills, but overlooks or minimizes any significant activity in the area of academic skills building. Since this is the case, there is little if any emphasis or attention given to the possibility of interesting future veterans in college programs.

With very little effort, the City University in its Identity 1969 program, which is what we have called the veterans' program at Fort Dix, was able to recruit a group of 23– all of whom appear to be interested in going to college.

It should be pointed out that 19 of these 23 were drawn from minority groups, and were men for whom college appeared to be a remote possibility. Since we have already completed our first cycle, we can report that 17 of the 23 are currently enrolled in colleges or will be by the opening of the fall semester. Of these, 11 will be attending the city university, and an additional five will be in attendance at Rutgers University, and two others at Hudson Valley Community College and the State University of New York at Albany.

It has been extremely difficult to secure financial support for an activity of this type, and this is one of the reasons that we are extremely interested in the Senate bill, since it will provide an avenue for the regular funding of programs which we would classify as college-adapter in nature.

The funds available through Project Transition are geared to job training, and for servicemen who wish this kind of activity, this provides a most adequate training.

In our explorations with the U.S. Office of Education, our experience showed that funds for veterans or veteran training programs had very low priority. Our contacts with foundations showed a very low level of interest in supporting this kind of activity, because of the belief that other funds were available.

Colleges and universities are not in a position at this point in time to invest their own capital in such activities, and it was only by piecing together from a great variety of sources some funds that the

City University of New York was able to underwrite the costs of this program from January to June of this year.

It seems obvious to us that there is an enormous need to provide a collegiate-oriented type of training program for future veterans. It also seems obvious to us that minority group servicemen look upon this as one of the significant ways out of future financial and economic dilemmas. The proposed legislation, providing Federal funding through the GI bill, is ideal, and the 3 to 6 months training cycles that such programs would have, appear to us to be adequate.

It is our firm belief that all such activities should be tied to collegiate and university commitment to offer at least a chance for admittance to students completing such training programs. In fact, we would support an effort to link the university and college training to an obligation to place or try to place all graduates of such programs in colleges and universities.

Senator CRANSTON. I appreciate very much both of your statements, and I appreciate your interest in this legislation, and certainly your experience makes you very competent to comment on it.

Mr. Smith, I gather you are in charge of the program at Fort Dix.

Mr. SMITH. Yes, sir.

Senator CRANSTON. What has generally been your experience there in trying to move forward effectively?

Mr. SMITH. I would like to put into the record that the commanding general of the base, General Collins, has been tremendously cooperative in assisting us in implementing our program on this base.

Through his office of education and the Transition office at Fort Dix, we have had a great deal of assistance in terms of physical plant facilities being made available to us, and also personnel. I would like to have this cooperation a matter of record.

Senator CRANSTON. Does that cooperation carry down through the ranks?

Mr. SMITH. No, unfortunately it does not. At the upper echelon it is very apparent, I think, but as it moves closer to the unit level, unit commanders sometimes see the Transition program as a means of the soldier not participating in his rightful responsible, military obligation, which has not been our experience at all.

Senator CRANSTON. How do you think that problem can be dealt with?

Mr. SMITH. I think through careful screening, which is being done, and through continual tight administration of the program, which the Transition office does do.

If you are speaking to the problem of interpreting to the unit officers and commanders the responsibility, I think this has to be done on base by the commanding generals, who I do not think are resistant to the possibility of this, when it is made known that such a problem does exist.

Senator CRANSTON. Do you provide a matching PREP course for people on the bases and in service?

Mr. SMITH. We do have some retiring servicemen, E–6's and E–7's, who will be entering the program with the next cycle, which we did not have in the first cycle, which I think will assist in that.

Senator **Cranston**. What can you tell us generally about the reaction of men in the service to whom these opportunities are offered, and how their attitudes change, and what effect it has on their lives?

Mr. **Smith**. The witness from Transition spoke about our selection process, about which I just smiled. It was not true. He has been very gracious.

We merely went into the office of the transition project and said, "Who would like to go to college?" And 45 servicemen or so volunteered in the next week, 19 of whom we selected and subsequently we had our first class.

It was a total random sampling, and we later added several more to bring the population group to 23.

All of this group, all of the soldiers, finished the cycle.

I think that what needs to happen is that it needs to be made available to far more servicemen. This is something that they are very interested in, and starving for, but they don't presently see their ability to function in a regular college situation after separation, without the necessary program that such a program as ours does provide for them. Consequently, they shy away from it.

We told them there were no grades, no restricted lecture-type class situations, because there are college programs which are available through other colleges in the community to the soldiers. Temple runs a program, but it is a typical lecture demonstration kind of course, which the soldiers don't do well in, particularly black and Puerto Rican minority groups, but when it was run more as an open learning experience. I found, and I think the soldiers found that before the first 3 months of our program, we had already twice as many students as we could approve for the next class, merely by the word passing, with no publicity, through the servicemen who were in our program.

Dr. **Kreisman**. I think it is important to note that we will be starting another cycle, and managed to scrounge funds. Once again, most of these are city and State moneys, rather than Federal. We will be starting another cycle, and have 150-some odd that we have already lined up, with no effort at all. There is an enormous demand out there, and what we need is a mechanism for really tapping into it.

Senator **Cranston**. I would like to ask several specific questions, and you determine among yourselves which one answers each one as we go along.

How much, first, do you feel it should cost to provide good education programs per man per month at a base?

Dr. **Kreisman**. Our experience has been that it costs us about $500 a person to run somebody through this 14-week cycle that we have.

Now, really, the major cost is personnel cost. It is costs of instruction, and some travel involved, because we do bring the people from Dix on to the Staten Island Community College campus for work on Fridays and Saturdays. But the major cost here is really a personnel cost, and we find that about $500 for a 3- to 4-month period would be adequate.

This assumes that the base would be providing the necessary housing facilities, and what we would also like to get provided, and this is where we have run into some difficulty this year, is equipment and supplies.

Senator **Cranston**. Do you feel that the educational institution should be expected to bear a share of the cost, and if so, how much, and do you think that the legislation should cover the point?

Dr. **Kreisman**. That is a tough one to answer becaues, of course, we are in a particularly difficult situation at the City University, so that I can only speak now from our own experience, where our resources are really very, very tight.

Even with tight resources, we are obviously making a contribution, because what we put in was not enough to cover full cost, so that some burden is being borne by sponsoring institutions.

I don't know if you can put a dollar tag on that, but I would think if the major portion of the instructional cost was underwritten, and if one could make sure that the military would supply adequate facilities and do something with the supplies and equipment, that this would really cover quite adequately what has to be done.

I want to say one other thing, and this may be sort of jumping at a question that you might have.

We don't look upon our 14-week cycle as suddenly endowing people who have come in to us reading at eighth or ninth grade level with all the necessary skills to make them successful in college.

What we have done with the program at Fort Dix is to link it with another program which we have operating at the university, which continues to provide reinforcement and additional remedial training for all of the people coming in via this route.

So it is really a continuing process, and not one that can be accomplished in just a few weeks. This is, I think, important to note.

We have obligated ourselves. We are on record as saying all New York City returning serviceman who complete the program at Dix will be accepted into the university, and accepted into the special program, which will continue to provide the supportive services that they need.

Senator **Cranston**. Do you as an educator feel that it would be advisable to have the educational institution have some financial stake in the program, just to get them committed?

Dr. **Kreisman**. I would not object to it. I think it is important. I think what is even more important is the linkage between their willingness to undertake such a program and their willingness then to provide opportunities for entry to the veterans that they are training. I think this is really the critical kind of item.

Senator **Cranston**. I want to express admiration for the way you have gone at it, without waiting for legislation to be of assistance.

I note the problems that you referred to in the testimony about the dwindling funds, and unavailability of foundation funds. Have you managed to keep going?

Dr. **Kreisman**. Yes, sir. We will be going this next year. We have enough for probably between 200 and 250, that we will be cycling through.

Senator **Cranston**. Mr. Smith, what courses specifically do you feel ought to be offered in PREP?

Mr. **Smith**. I think that most of the Priority Group II's and III's that transition has asked that we accept present a very definite disability in reading, math, English, which we must assist in developing prior to their entrance into a college program, so we are running four course programs. We are running a basic survey course in mathematics, which took our soldiers from the very basic addition and substraction to quadratic equations. That was a very intense program.

The English communication program was a grammar, composition program, which also did the same thing.

Then there was a critical contemporary issue—social seminar, built around the current problems that are facing veterans, and there was a fourth course which is an elementary motivation psychological course which prepared the soldiers for, hopefully, what we expected they would face as they entered into college life.

That course I think is just as integrally a part of the curriculum as

So the program is comprised of the four courses. It could be far, far expanded.

The seminar course I think is great, and provides a platform for the veterans to lay their questions on the line. It could be far more sophisticated, and become a very broad spectrum history program, which is what I think they really need in preparation for their Western civilization.

The science backgrounds of these men that we experienced in this first pilot group were unbelievably limited, and yet we were not able to speak to this by providing a course of that nature, but in the expansion, hopefully those two courses will be added.

So that we are talking about a very basic complete survey program in math and English, talking about a science booster program, talking about a motivation course, or adjustment, personal adjustment course, and we are talking about a history course.

Senator CRANSTON. What other services do you feel should basically supplement these strict education courses? Would counseling be one?

Mr. SMITH. Oh my God, yes. The veterans I feel in Vietnam, and I am not old enough to speak with any experience of the World War II veterans, bring very many psychological problems back from the jungles of Vietnam, which are played out in their interactions among themselves and among their officers.

I think very sophisticated, highly developed counseling and psychological testing facilities should be built into all education programs which are going to treat these veterans to, if nothing else, detoxify and turn down the survival techniques which they have been trained very well to adopt.

Senator CRANSTON. What is your feeling about who should carry on the counseling? Should the VA carry it out, or should it be done by the educational facility?

Mr. SMITH. I think the educational facility should. I think most minority groups have a very limited belief in what the VA is really ultimately going to do for them, and I feel strongly that a great deal of what is happening with out soldiers has been built on trust.

We had very little money, a lot of time, and that is about it, but I think the thrust of what we were doing, or the intent which they ascertained, I think, is what made the program a success, not the great amount of services or facilities that we provided.

As this is built, I think veterans come out of themselves into what I think they can really do.

Senator **Cranston**. For how long do you feel PREP course should be offered to the individual serviceman? Is the 12 months suggested in the bill proper, in your opinion?

Mr. **Smith**. If you are speaking of transition programs, preseparation, you probably know that there is an Army regulation, of which I forget the number, which now mandates that no program can extend longer than 10 weeks prior to separation.

This is an inadequate period of time, and General Collins and I and the transition people are in discussions about how we could possibly get around this issue.

If you are talking about separation, if you are talking about basically pre-PREP programs prior to college entrance, and if it is linked to the college experience, I think a year would be adequate enough.

Senator **Cranston**. Getting to the college preparatory courses, does the change in S. 2668, making available in other than a secondary school special deficiency and remedial courses for educationally disadvantaged veterans, provide enough flexibility for providing these courses?

Dr. **Kreisman**. At the City University since 1964, we have been involved in a program which we call college discovery, which acts as a link with the veterans program now, so that in essence what we have done is to pick up from where Jim has left off, and put these people into this special college discovery program, at the university, and that program was predicated on the assumption that it would take 5 years to get a student, who came to you with a high school diploma but ill equipped, to a baccalaureate degree, and we have pretty substantial evidence now that this can be a reality.

So that a year, not necessarily a year at one point in time, but the equivalent of a year given over to remedial kinds of activities, we have found to be quite adequate for students coming with all kinds of diplomas, and in the city of New York there are at least three different kinds of diplomas that are given, academic, vocational, and general diploma, in addition of course, to the GED, or the high school equivalency certificate. We have taken students with all of these, and within a year, the equivalent of a year, and in many cases less than a year of remedial work, can get them up to a point where they can function quite adequately doing regular college work.

Senator **Cranston**. Would the regular educational assistance allowance be enough to cover the cost of providing this?

Dr. **Kreisman**. My impression is that that is somewhere around $120 a month now, and my answer is a flat, "No."

Senator **Cranston**. What do you think is required?

Dr. **Kreisman**. Well, in the case of Vietnam veterans, we are dealing in many cases with married students, and in some cases with married students with a family, and when we talk in terms of New York City, our feeling is that we need to have somewhere in the area of $330 to $400 a month, if you expect someone to go to school full time.

Senator **Cranston**. On the in-college special supplementary assistance, should any ceiling on direct payment to the school for such supplementary assistance be provided in the bill?

Dr. **Kreisman**. You are talking now about college adapter phase, or that prephase?

Senator CRANSTON. Yes.

Dr. KREISMAN. You have a 6 months suggestion there, which would seem to me to be reasonably adequate. I don't think you will get people remaining on single bases prior to discharge for much longer than the 6-month period of time. I would think that would be quite adequate.

Senator CRANSTON. What cost do you think is needed per student among the educationally deprived veterans?

Dr. KREISMAN. I think the $150 a month suggested in the bill for that 6-month period, from our standpoint and our experience, and we are not a low salaried institution, would be quite adequate for us.

Senator CRANSTON. On S. 2506 and the amendment to it, how many veterans paying full-time tuition are taking less than 14 hours, as far as your experience goes?

Dr. KREISMAN. Less than 14 hours? This would be difficult for me to say, at this point.

I don't know that we have within the university specific veterans' statistics. I could certainly try to obtain those for you, but we have a very extensive part-time program at the university, which operates primarily in the evening.

We consider people in the discovery program, though, full time, taking the equivalent of 12 hours, made up of both credit and noncredit work.

Senator CRANSTON. How prevalent is the matter of switching from many hours one semester to a fewer number the next, such as 16 and then down to 12, averaging out, say, 14 hours?

Dr. KREISMAN. I don't think that happens very often.

Senator CRANSTON. What do schools think generally about the 14-hour minimum? Is it too high?

Dr. KREISMAN. I would not think 14 hours was too high, if we assume that some of those hours will be in what we will term noncredit work.

I think to put somebody with educational disability into a situation where he must take x number of credit hours a semester is, on the basis of our 5 years of experience, absolutely the wrong approach. You cannot just mandate x number of hours to stay as a full-time student. I think you can mandate a certain number of hours made up of credit and noncredit work, based on the individual's ability.

Senator CRANSTON. Do you feel that the measurement for a full-time educational assistance allowance should be more flexible?

Dr. KREISMAN. I think this ought to be institutionally determined.

Senator CRANSTON. I want to thank you both very much. Your testimony has been extremely helpful. You keep up the good work, and we will do all we can to get more resources.

I would like to ask Senator Schweiker to introduce the next witness.

Senator SCHWEIKER. We are very pleased to have with us Dr. David Kapel, associate professor of education at Temple University, and director of Temple's veterans program.

Dr. Kapel is accompanied by Dr. William Chapman, assistant director for research in Temple's office of program development.

I would like to welcome you both. I am a little partial toward Temple. I know they have done a great educational job in the Commonwealth of Pennsylvania. I can personally testify to this, since my wife is an alumna of the school.

I am very proud of what you have done, and very delighted to have you with us today, and interested to hear your testimony.

STATEMENT OF DR. DAVID KAPEL, DIRECTOR, V.I.P.S., TEMPLE UNIVERSITY, PHILADELPHIA, PA.; ACCOMPANIED BY DR. WILLIAM CHAPMAN, ASSISTANT DIRECTOR FOR RESEARCH, TEMPLE UNIVERSITY

Dr. Kapel. Thank you very much.

Mr. Chairman, the following testimony is presented in the context of our experiences with a high-risk group of veterans in the College of Education of Temple University. Temple University is a large urban university whose commitment to quality education for all persons, regardless of race, religion, ethnic background, or social class has been well established in Pennsylvania and surrounding States.

Although our experiences are rather limited, we feel that they do reflect the unique characteristics and needs of high-risk veterans.

We would like to first define high-risk veterans as: Ex-GI's "whose lack of money, low standardized test scores, erratic high school records and race/class/cultural characteristics, taken together, place them at a disadvantage in competition with the preponderant mass of students in the colleges they wish to enter."

This is John Egerton's definition, and it is our definition at Temple. (Egerton, John, "Higher Education for High Risk Students," Atlanta: Souhern Education Foundation, 1966, p. 8.)

Thus, high-risk veterans on "paper" should not succeed in the academic mainstream of universities and colleges found in this country. Yet, Alexander Astin found that high-risk students were being successful—not necessarily at the same level as nonrisk students, but they were not failing, as would be expected (refer to Asin, Alexander W., "Recent Findings From the ACE Research Program: Implications for College Choice and Admissions," presented at the annual meeting of AACRAO, Dallas, Tex., 1969.)

Higher education is relearning a lesson. It appears to have forgotten that it feared loss of academic standards as a result of the influx of ex-GI's after World War II (1945–49)—such was not the case.

What makes the 1969 Vietnam high-risk veteran different and unique is the fact that many come from economically as well as educationally disadvantaged environments. Because of present draft laws, college students have generally been exempt from serving until graduation. Most everyone served during World War II—college bound or otherwise.

Thus today many noncollege bound males find themselves in the service. The pool of noncollege ex-GI's is quite different from those of World War II, in many cases both educationally as well as culturally.

We have found that "high risk" veterans come from the following six categories:

(a) Underachievers who took the traditional college prep program and are from the middle socioeconomic class.

(b) Underachievers who did not take the traditional college prep program and are from the middle socioeconomic class.

(c) High achievers who did not take the traditional college prep program and are from the middle socioeconomic class.

(d) Underachievers who took the traditional college prep program ande are from the low socioeconomic class.

(e) Underachievers who did not take the traditional college prep program and are from the low socioeconomic class.

(f) High achievers who did not take the traditional college prep program and are from the low socioeconomic class.

High-risk students from the low socioeconomic class present additional problems besides academic considerations. They need to still be in the labor market to provide funds for survival. When a student goes to college, he must spend time in class, in the library, et cetera, therefore he is not earning at the same rate as those not in college.

Low socioeconomic students do not have the financial support as middle-class students, whether they be high-risk students or not.

Add to this the problem of educational deprivation, plus age and family responsibilities, in most cases.

Thus, the high-risk veteran from the low socioeconomic strata of society has many more obstacles to surmount than even high-risk veterans from middle-class environments.

We are sure that even the non-high-risk veteran finds it difficult to survive in college in 1969 on present Veterans' Administration benefits. The high-risk veterans have even more problems.

To support our position, we would like to describe the "average" veteran in the VIPS (Veterans in Public Service) program in the college of education at Temple University. This is an average. He (1) is married (only 11 percent are single); (2) has 1.85 children; (3) is renting an apartment or home (67 percent rent, 13 percent are buying homes, 20 percent live at home); (4) spends $86.63 per month on rent; (5) lives in a 3.09 room apartment (not including kitchen or bath); (6) is 27.83 years old (approximately 10 years older than the average freshman); (7) has spent 4 years in the service; (8) has had overseas experience (87.5 percent—most in the Far East); (9) pays for his own tuition, books, et cetera; (10) graduated from high school in noncollege prep programs (only 18.7 percent took the college program in school). Five VIPS have G.E.D. (high school equivalency) diploma; (11) was in the lowest 60 percent of his graduating class (none in the first quintile, 9 percent in the second quintile, 45 percent in the lowest third quintile, 17 percent in the lowest fourth quintile, and 29 percent in the lowest quintile).

Of the VIPS who have taken work at Temple University, their averages are distributed as follows: 4–B's, 8–C's, 7–D's, and 3–F's.

We feel that their accomplishments so far in our program against the problems just delineated speak well of the VIPS. On paper, one might find only two who could master the difficult transition to the academic world. The majority have or are doing so.

But they need special help, considerations, and support in order to succeed. The proposed legislation, S. 2668, has our support. It is a needed addition to veterans education. It is also a recognition of the unique educational problems that "high risk" veterans present to themselves and to institutions of higher learning.

There are two changes we view as being desirable. They are:

1. Semester loads (page 3, line 10, of the printed bill). It appears to us that individual institutions should set semester loads. If a "high risk" veteran is having trouble with English or mathematics (usually

they have trouble with both), the proposed legislation would force him to take a rather heavy academic load while taking courses to improve his weakness(es). It would be like taking beginning swimming instruction while competing in the Olympics.

Semester loads should be flexible—tailored to the individual's abilities, academic strengths, and experiences. If there were no change in the proposed load, then institutions might be forced to develop courses—for credit—that they might not ordinarily offer.

This might be good, but it might also be dangerous.

Institutions might decide that the load requirements in the proposed legislation are too unreasonable for high risk veterans, and they might not participate in a program for such students.

2. Inservice courses (pp. 4–5). Do the services hold men on base 6 months before discharge? We understand only the Army does this. College courses generally last for 16 weeks. If one were to accelerate the courses to meet the transitory nature of the predischarged veterans, would this be reasonable when dealing with "high risk" veterans?

Although we are not sure this addition fits this proposal, S. 2668, we strongly urge that consideration be given to increasing benefits to meet the cost of living faced by veterans today. As stated earlier in this testimony, the high risk veteran from the low socioeconomic class does not have the economic base and/or background as others and must simultaneously fight economic and education deprivation.

Additional funding is needed for such veterans to remain in college. Only two VIPS out of 31 could remain in the program, based on present Veterans' Administration benefits. All tuition, books, college expenses are paid for by the veteran.

If the VIPS are an example of the high risk veteran—and we believe they are—then there is need for additional legislation to improve monthly Veterans' Administration benefits. High risk veterans have more to make up besides educational deprivation.

Senator CRANSTON. May I interrupt at that point?

I note with real interest your comments on the need to substantially increase the GI bill educational assistance allowance, and I think your comments are very appropriate. A bill increasing those benefits by 46 percent, S. 338, introduced by Senator Yarborough, has been a subject of extensive hearings by the subcommittee.

I am a cosponsor of the bill, and support it strongly. I hope the subcommittee will be acting on it very soon, so that we are trying to move in that direction.

Dr. KAPEL. In terms of this, if you do pass the bill, or if it is not passed, and if benefits for all cannot be increased, then we would like to propose that additional moneys be provided in S. 2668 to institutions of higher learning to set up work-study programs for high risk veterans.

Such programs could: supplement present Veterans' Administration benefits, or if the bill (S. 338) is adopted, such a justification would not be necessary; could be designed to work around student schedules, so that the veterans could participate in such programs; and work-study programs could supplement the academic programs to make both more relevant to the student.

If there is time, we would like to very briefly describe the VIPS program at Temple University, and then describe how we might expand the present program in terms of cost.

Veterans in public service program; special program for the preparation of teachers for inner city elementary schools:

Purposes and foci:

The veterans in public service program is an unique experiment in cooperative teacher education for inner city elementary schools. The program is a joint effort of Temple University and the Philadelphia Board of Education to provide black male teachers for the inner city elementary schools.

To my knowledge, there are no Federal funds involved in the program at all.

The program focuses on returning black male Vietnam veterans. The program is, however, an integrated one. Almost 900,000 men are discharged each year from the services, yet less than 19 percent participate in GI educational benefits.

Many of the veterans have educational and environmental backgrounds that classify them as high-risk college students. The program will give high risk veterans an opportunity to become elementary school teachers.

It should be noted that all but one veteran in the present program have been raised in the inner city.

All the veterans (VIPS) must be high school graduates or hold a G.E.D. diploma. All veterans go through exhaustive screening that includes evaluation of high school records, personal interviews by the director of the VIPS at Temple, the supervisor of the VIPS program for the Philadelphia Board of Education, as well as VIPS already in the program.

Upon entrance into the program at Temple, all VIPS are employed and assigned by the Philadelphia school system as teacher trainees, and this is not to be confused with nonteaching assistants or paraprofessionals. Their field experience is supervised by the VIPS staff from Temple University, the Temple University team leaders from Teacher Corps, principals of schools where they are assigned, and the supervisor of the VIPS for the Philadelphia Board of Education.

VIPS are also assigned to Philadelphia Board of Education community projects in the inner city after school hours—playgrounds, tutorial projects, gang control projects, et cetera. Thus, they receive additional experience and insight into the community and its problems.

DESIGN OF THE PROGRAM

The program, as designed, will provide the VIPS with the opportunity to be enrolled as full-time university and college of education students while gaining immediate experiences in the classroom.

VIPS attend classes at Temple University in the mornings, and work in the schools in the afternoon as teacher trainees, from the very beginning of the program. To add to their experiences in the inner city, the VIPS will be employed in the playgrounds of the inner city during the summer while attending summer school classes at Temple.

All VIPS are admitted to the university and the college of education upon acceptance into the program by Temple University and the

Philadelphia school system. Academic support services is provided by Temple when needed. All VIPS will be rostered for courses individually. Each program will be tailored to the individual's abilities, academic strengths, and experiences — thus, there will be variable course loads for VIPS. It will be possible for some VIPS to complete the program in 3 calendar years. Others will take longer.

All supervision will be done by qualified personnel from Temple University and the Philadelphia school system.

Although there is a special VIPS orientation course offered during the first summer session, and a special VIPS seminar during the first year, the VIPS themselves have requested that they receive no special treatment with modified courses or to be identified by professors as VIPS for special consideration. They are a proud group, highly self-organized, and quite task oriented. They want to succeed. They ask only for support to erase their educational disadvantages and enough financial support while doing so.

If we were to expand the VIPS program as it now exists at Temple University in the college of education to 90 VIPS, the proposed budget would most likely look like this:

A. Staff:	
Director (12 months)	$20,000
1 Assistant director (12 months)	12,000
6 Field supervisors (10 months—number is determined by nature of program, generally 1 for 30 students and/or 1 per program if less than 30 in the program)	30,000
1 Secretary	6,500
Benefits (11 percent)	7,535
Overhead (52 percent)	35,620
Total	$111,655
B. Tutoring and educational and psychological supportive services (at $40 per student)	3,600
C. Equipment, paper, et cetera	1,500
D. Travel (includes travel to transition base)	3,000
E. Tuition and fees:	
Academic year at $690	62,100
Summer school at $12 SH. per student at $23 per semester	24,840
Total	$206,695

Based on 90 high-risk veterans: 60 in elementary education; 15 in physical education; eight in mathematics education; seven in science education.

That is to say, we would like to expand the program to 90 high-risk veterans, 60 in elementary education, 15 in physical education, eight in mathematics education, and seven in science education, and these are the areas in the Philadelphia school system where there are no black male teachers, or very few, anyway, and so there is a need for this.

I think Senator Schweiker is aware of the problems facing the Philadelphia schools.

The budget assumes that the Philadelphia Board of Education could hire 59 additional teacher trainees. Under present budget considerations in Philadelphia, they could not. As stated earlier, additional personal funding would be needed by the VIPS to participate in the program. We would have to add an additional stipend—work-study—for the 59 veterans not hired by the Philadelphia Board of Education.

Senator **Cranston**. Thank you very much. Your testimony is extremely helpful to us.

Senator Schweiker, do you have questions?

Senator **Schweiker**. Yes; I have a couple of questions.

On your idea that the semester load should be flexible enough to meet the high risk veteran, you had in mind putting some specific provisions into the legislation that would permit him more flexibility than the average veteran. Is that my understanding of what you are proposing, or not?

In other words, are you saying to make a special case in terms of his flexibility out of his scheduling to meet the additional requirements necessary?

Dr. **Kapel**. Yes. I would say that I think every institution of higher learning should be able to set its standard of what they constitute to be a full-time student.

When you have an external force—such as the VA—doing that, then you have rigidity, and we are running into the problem of semester loads even with regular students, but high risk students do need a different kind of scheduling program.

Senator **Schweiker**. You are saying that the present standard is too rigid?

Dr. **Kapel**. That is right. It is not realistic.

Senator **Schweiker**. Would you define, then, the high risk student in some special way, to give the university the opportunity to do this, or would you just put more flexibility into the whole program for everyone? What is your proposal there?

Dr. **Kapel**. Well, my own feeling is that we should have more flexibility for all, regardless of whether they are high risk or not.

Senator **Schweiker**. Well, I think you have a very valid point, and I think you have pretty well proven your point here.

I think this is something we would have to consider.

I am not sure just what would be the best approach on your program for high risk students, and you might have touched on this here. If these students who are high risks, based on their backgrounds, socioeconomic factors, and educational history, had not been put into the program that you outline here, what would their chances of success in college be compared to what their chances would be without such a program?

Can you give us some comparison of what the probability for success would be of high risk veterans in college who had not been given this special handling?

Dr. **Kapel**. Of course, we have not had much experience in terms of the long haul. My own feeling is that if the high risk veteran does not go into a special program, he will be failed out of the system, because of the system, itself—higher education in a sense reflects secondary education, or secondary education reflects higher education, depending on your view. If the high risk student has failed below the college level, and if he has no support, and no remedial work, and no review work, and no program such as we are discussing and describing, then I think he would fail.

We have this problem even with our high risk students.

Senator **Schweiker**. Now, you outline the grades of those people who are currently in your program, if I recall here.

We assume that we would have to increase the proposed budget by $118,000 to give the 59 new VIPS $200 per month. This in no case would equal the amount presently earned by the original 31 VIPS.

It should be noted that under the proposed legislation, S. 2668, Temple University would receive $135,000 in funds for the 90 students.

CONCLUSIONS

We recognize the budget considerations facing Congress and subsequent limitations, therefore we are not attempting to suggest amounts of moneys that should be included in the proposed legislation.

Our purposes are to: Support the intent of the legislation; suggest structural modifications within S. 2668; raise questions through the body of this testimony; illustrate a budget that we feel is defensible; and to strongly advocate increases in the monthly allotments received by ex-GI's, particularly to meet the needs of high-risk veterans—via work-study stipends.

We have gone to the moon because of a national commitment. Until all segments of our society see the gains we will all derive out of human conservation and a commitment is made, we might never get off the ground.

Now, this is the end of my formal testimony. I do have some reactions, if I might, to some of the testimony that transpired this morning. Is that possible?

Senator **Cranston**. Yes. Could you briefly comment on the testimony you heard this morning?

Dr. **Kapel**. One of the things that bothered me as an educator is that a high school diploma does not necessarily equate an educationally advantaged student. This is particularly true as related to college admission and success in college.

In many cases being educationally disadvantaged is itself related to being socially disadvantaged in terms of success in college. There is a cultural shock in many cases, when a student returns to college; this we run into with middle-class values versus low-class values in terms of the whole college experience.

There is also a problem of intellectual mix in any institution of higher learning. Since most institutions are restricted in size of population, either by space or budget limitations, the mix becomes extremely crucial as to what part of their student body (percent) do they want to admit because they are high-risk students as opposed to students who traditionally have the qualifications. Thus some students with qualifications would not be admitted.

A problem facing universities is the per student cost for upgrading an education. Can the university afford the cost of setting up programs on a military base where only a few servicemen would be candidates?

I am not thinking of the large military bases, but some of the other bases in the country where they do not have a large number of discharges.

In terms of the quesions that you have asked each of the individuals, it is my opinion that there should be a stress on the three R's, if you will, the reading, writing, and arithmetic, as well as study habits and a stress on counseling—educational and psychological—in the prep program.

This ends my reactions.

Dr. **Kapel**. That is right.

Senator **Schweiker**. Four B's, eight C's, seven D's, and three F's. On that basis, how many of these might possibly not make it at this point, or is that difficult to say? Do the three F's mean that they are pretty well gone?

Dr. **Kapel**. No, it does not mean that, because they are cumulative averages, so that it might very well be that they have taken a course or two courses, and have had trouble with them.

My guess is that out of the 31 veterans that we now have in the program, and the grades only reflect 23, but we actually have 31, I would say that the probability that five of them will not make it is very great in terms of experiences, and in terms of their background, and what they have done so far.

Senator **Schweiker**. Does Temple have associate degree—2-year programs, or not?

Dr. **Kapel**. Temple has a junior college at Ambler, and they have a technical institute, and then they have other types of programs in the health sciences and so forth, but these people are not tied into that particular program.

Senator **Schweiker**. Because of their high risk problems, is there any thought being given to tying them into a 2-year associate degree program? This might be an easier target for those who possibly would not make it in the 4-year program.

Dr. **Kapel**. That is a possibility. We are exploring it.

Senator **Schweiker**. In the VIPS program, which I want to compliment you on, and which I think is excellent, are there any possibilities of broadening that to other occupations or avenues that might follow it?

Dr. **Kapel**. I am glad you asked that.

I had proposed that we do this across the university in terms of: health science, city government, social welfare, and so on.

Temple University itself is just exploring and really looking at itself in terms of this high risk application, which is what I alluded to in my comments.

I think it is needed, absolutely. There is no question. But we all are aware of the problems higher institutions are facing in terms of budget, and of course these are very expensive programs, much more expensive than the average program, and so, therefore, I think we have to wait, at least as far as Temple is concerned, until we can get some kind of outside funding. We have no outside funding at all for this program.

Senator **Schweiker**. Could you give me a rough estimate of how much additional cost this kind of a program runs? Are we talking about 20 percent, 30 percent, 100 percent more than the cost of educating a normal college student?

Dr. **Kapel**. I cannot answer that. I just don't know, at this point.

I can try and get that information for you.

Senator **Schweiker**. I think it would be helpful, because it gives us a guidance in writing legislation to know how much extra the costs are.

That is all I have.

Senator **Cranston**. You made the statement with respect to the PREP program that the college courses generally last 16 weeks, and you wonder whether servicemen will be available for the 4-month period. My response would be that I am almost sure that many would.

I think it would be the responsibility of educational institutions to tailor PREP courses to the availability of the servicemen, and I don't view these as college courses, but rather as courses not offered for college credit.

I would like to ask you one question about the PREP courses. Can you tell us what plans Temple would have to provide predischarge education and training at military bases, if the PREP program were enacted? What would you be able to do?

Dr. KAPEL. At this point I cannot answer that, Senator. I don't know, because I am not in the position to determine policy for the university, but it would appear to me that we would very much get involved in this.

I would like to make just one comment, though: When you are dealing with high-risk students, time is a factor, but it is not the only factor in terms of effectiveness of a program. When you are dealing with such areas as reading, reading readiness, reading skills, you might not very well be able to put this type of a program into a restricted package.

Senator CRANSTON. I had some other questions I wanted to ask you, but in view of the time limitations, I would like, if I may, to submit them to you immediately in writing, and try to get your responses back.

Thank you very much for your very helpful testimony.

Dr. KAPEL. Yes.

(The information subsequently supplied follows:)

TEMPLE UNIVERSITY,
Philadelphia, Pa., August 15, 1969.

Senator ALAN CRANSTON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR CRANSTON: Enclosed are my responses to your questions posed to me on August eighth. I hope that they will help in your consideration of legislation to help high risk veterans.

One of my major concerns is the fact that the intent of the legislation is needed, but I'm afraid of the problem of implementation. As a professional educator, it was hard for me to find educational goals reflected in the testimony I heard on August eighth. We are not just dealing with numbers; we are dealing with humans who need individual attention, consideration, and who do not learn at the same rate or speed or come from the same environments. Universities are discovering this with non-high risk students (professional educators have known this for years). If professional educators are not brought in on the decision making process at the V.A. level, then I'm afraid that the "number game" will be the factor that will shape decisions. I am suggesting that this might be one of the problems facing the V.A. as it concerns itself with education. I might add that I have this same concern for legislation that deals with education.

If I can be of any additional help, I am willing to talk to anyone and any group concerning the needs of high risk veterans.

Sincerely yours,

DAVID E. KAPEL,
Director.

QUESTIONS SUBMITTED BY SENATOR CRANSTON AND ANSWERS BY DR. DAVID E. KAPEL, DIRECTOR, VETERANS IN PUBLIC SERVICE; AND ASSOCIATE PROFESSOR OF CURRICULUM AND INSTRUCTION, TEMPLE UNIVERSITY, PHILADELPHIA, PA.

Q1. In your prepared statement submitted to the committee you make your first suggestion for modification of S. 2668. If I understand your point correctly, *what you would like to see is a granting of discretion to each educational institution to define what should be considered a full-time course for educationally disadvantaged students and that this definition should be accepted for purposes of payment of the G.I. Bill educational assistance allowance. Is that correct?*

Q2. Do you think that for this purpose educational institutions should be given discretion to define a full-time course for each individual educationally disadvantaged veteran or the class as a whole?

A. 1 and 2. I believe each educational institution should define what it considers to be a full-time course for high risk students.

Q3. Further on this point, the provision that you cite on page 3 line 10 of S. 2668 referring to fourteen hours would, of course, be modified appropriately if S. 2506 were enacted. However, I do want to make sure that you fully understand the provisions of section 2 of S. 2668 on page 3 of that bill. Its purpose is to provide great flexibility with respect to the distribution between credit and non-credit courses that an academically deficient veteran might take, although it is true that a regular full-time combined load of credit and non-credit courses would still be required. I take it that this still does not provide the flexibility you seek for educationally disadvantaged veterans since you do not distinguish between credit and non-credit courses but between different students' capabilities to carry different numbers of semester hours. Am I correct?

A3. S. 2668 (Section 2) *does not* provide the flexibility we seek for educationally disadvantaged veterans.

Q4. Your proposal regarding grants to institutions of higher learning to establish work-study programs for high-risk veterans would be provided for under S. 2361, a bill introduced by Senator Kennedy, which I have cosponsored. The Subcommittee has already held hearings on that bill, but if after you have an opportunity to study it, you have any comments to make on it, we would be delighted to have them.

A4. We have read S. 2361 and support it. Our major concerns are:

(*a*) The Administrator shall be a person who is knowledgeable in the field of education.

(*b*) The language of S. 2361 is so general as to make the success of the Program a function of the Administrator and his working relationship with the Commissioner of Education.

Q5. Turning to your VIPS program, could you tell us how much of a grant you receive from the Office of Education per student?

Also how many credit and non-credit hours at the University does a VIPS student carry.

This summer, seventeen VIPS took non-credit courses (3 s.h. to 6 s.h.) along with credit courses (3 s.h. to 6 s.h.). In the fall, VIPS will be taking six to seventeen semester hours of credit courses per semester.

A5. We receive no monies from the U.S. Office of Education.

We have variable credit loads for the VIPS.

Q6. I note that under your break out of costs for expanding VIPS at Temple you include $62,100 for tuition and fees. Would not that be covered by the veteran's educational assistance allowance?

At the conclusion of your statement, you indicate that you believe Temple would receive a grant of $135,000 under S. 2668 for the ninety students you envision for an expanded VIPS program. I am not clear that the provisions of S. 2668 would cover any of your listed costs other than those in item B for tutorial and educational and psychological supportive services. Could you please explain your computation of $135,000?

A6. We have found that high risk veterans from the low socio-economic strata of our society have a hard time breaking out of their environment. The present and proposed V.A. Benefits *will not* help them break out of their economic situation. They need to do this in order for them to put their efforts into making up their educational deprivation. I discussed on August eighth, the value shock that high risk veterans go through when entering a "middle class" value oriented institution. It appears that this problem was not considered in S. 2668.

The $135,000 is a product of 90×$150×10; however, I had assumed that the $150 would be a set figure, although it had appeared under subchapter V (p. 5, lines 8–10). After re-reading S. 268, I found that no figure was set—therefore it would be possible for all costs (or none) to be funded under regulations issued by the Administrator.

Because of the unique nature of the high risk population, we feel that our program totally gives special assistance required (p. 2, lines 6–20), thus we feel

that all subsections of our budget relate directly to helping the high risk veteran make up his educational deprivation.

Senator CRANSTON. Our final witness is Dr. Arnold R. Weber, Assistant Secretary of Labor for Manpower.

Thank you very much for coming, and for your testimony.

STATEMENT OF DR. ARNOLD R. WEBER, ASSISTANT SECRETARY OF LABOR FOR MANPOWER, ACCOMPANIED BY WILLIAM H. KOLBERG, ASSOCIATE MANPOWER ADMINISTRATOR, FOR OFFICE OF POLICY, EVALUATION, AND RESEARCH, AND EDWARD L. OMOHUNDRO, DIRECTOR, VETERANS EMPLOYMENT SERVICE, DEPARTMENT OF LABOR

Dr. WEBER. We are very pleased to be here.

Senator CRANSTON. I ought to explain our time problem. There is an executive committee meeting of the full committee meeting at 11:30 on the loan programs for students, which is emergency legislation. Also, the Senate is in session and taking up military authorizations, and we are forbidden to stay in session very long, so that if you could summarize your statement very briefly, and submit your entire statement, I would be most grateful.

Dr. WEBER. I have brought with me also Mr. Omohundro, the Director of the Veterans Employment Service, which is a unit within the U.S. Training and Employment Service, because he has direct operational responsibility for the many activities that we carry out.

As you indicate, I have a statement, and I will be glad to submit it for the record and briefly summarize some of the points which are particularly relevant to the legislation under consideration here, sir.

(The statement follows:)

PREPARED STATEMENT OF ARNOLD R. WEBER, ASSISTANT SECRETARY, U.S. DEPARTMENT OF LABOR

Mr. Chairman and Members of this Subcommittee:

I am glad to have the opportunity to come before this Committee to discuss with you some of the employment readjustment problems of veterans. It should be noted at the outset, however, that I am not in a position to deal with the specifics of much of the legislation which you are presently considering.

As you know, the President has named a cabinet-level Committee on the Vietnam Veteran which is now in the process of considering the whole range of programs and benefits for veterans. Secretary Shultz is a member of that Committee and I can assure you he has a very keen interest in this subject. Accordingly, until that Committee concludes its deliberations and reports to the President, it would be premature for the Department of Labor to take a position on any of these bills, including S. 1088.

However, I believe that it would be appropriate for us to discuss S. 1088 as it is of most direct concern to the Department of Labor and is clearly relevant to some of our ongoing and projected activities. This bill, introduced by Senator Javits and co-sponsored by Senators Eagleton, Hughes, Murphy, Nelson, Randolph, and Schweiker, is designed to help Vietnam era veterans find job opportunities to match their skills and to provide financial assistance where relocation is necessary. In particular, it seeks to promote job and labor mobility by assisting veterans returning to areas in which there is no market for the skills they have acquired while in military service.

I would like to point out by way of background that we are very much concerned about the employment situation that veterans face upon separation from service. Despite a generally booming economy, we cannot be complacent about the prospects of all veterans finding jobs. A large proportion of men separated from the armed forces—estimates run as high as 200,000 a year—have less than a high school education and therefore are at a distinct disadvantage in competing for the more desirable jobs. Among those who have a high school education, there are many who have not had meaningful work experience before going into service and have not had a chance to learn a skill in the armed forces which can readily be transferred to the civilian job market.

About 100,000 of those separated each year are Negroes, many of whom are returning to poverty sections of our major cities where unemployment rates for nonwhite men in the 20–24 age range, which is the age bracket of most Vietnam veterans, average close to 10 percent. In addition, there are many veterans who live in Appalachia or in other depressed rural sections of the country.

It is clear that a large proportion of the 1 million or so men discharged from the service this year can be expected to have at least temporary difficulty in finding suitable employment with career possibilities. If there should be a slowdown in the economy, the readjustment problems of veterans would be more difficult.

This Committee, of course, is aware of the range of employment-related services and benefits now provided to veterans by the Federal-State public employment system and other units in the Department of Labor:

> Every local office of the employment service has a person designated to see that veterans are given special attention and afforded priority in referral to job openings and job training as provided by law. In the calendar year 1968, 1.8 million veterans registered in local public employment offices, and these offices placed veterans in over 1.1 million jobs. About 8.7 percent of the veterans who applied for assistance were disabled. Initial counseling interviews among veterans totaled 180,000.
>
> There is also a separate unemployment compensation law to tide veterans over the first period of readjustment. During 1968, 169,000 veterans received Unemployment Compensation for Ex-Servicemen (UCX). The average duration of benefits was 9.1 weeks, and the average weekly benefit payment was $44.91.
>
> A considerable number of veterans are enrolled in Manpower Development and Training Act projects or receive training under other manpower programs.
>
> To the extent possible we provide job market information and guidance at military bases, separation centers, and hospitals.
>
> Under another program, veterans are informed of their eligibility for reemployment at their former jobs. In contested situations, they are assisted in claiming reemployment rights.
>
> We make a special effort to contact every man shortly after he is separated from the service either by mail, by telephone, or in person, to inform him of the employment assistance available to him and to invite him to visit the local employment office close to his home.

I do not wish to give the impression that these various programs are fully responsive to all employment-related problems faced by veterans. They do provide an adequate framework, however, so that, with additional resources, we would be able to reach more veterans, particularly those living in urban poverty neighborhoods and in remote rural areas.

Careful consideration has been given to the proposals set forth in S. 1088. This bill provides that each local employment office shall feed information on jobs and training opportunities to a central "relocation center." Detailed information on persons discharged or released from active duty shall be supplied by the Secretary of Defense so that veterans can be matched with job openings appropriate to their own skills and background. This would supplement counseling and placement services in the veteran's local area. Also, the bill provides that the Secretary of Labor shall collect and compile information regarding training requirements, occupational outlook, job opportunities, labor supply, and employment trends on a national, State, or area basis. The bill would authorize the payment of travel expenses for veterans in connection with job interviews and relocation expenses where necessary to move the veteran and his family to another area for employment.

At the present time we have an extensive system of job-market information including considerable data on hard-to-fill occupations, employment, and unemployment trends in all States and in major cities. These data are presently used in local job placement and in the inter-area recruitment process.

The job-matching system envisioned in S. 1088 implies the availability of a sophisticated ADP system. The establishment of such a nationwide network of computer-assisted manpower matching systems, capable of providing information on employment opportunities in all States and of matching workers and available jobs on a local, State, or national basis, is already a major goal of the Manpower Administration. Efforts in this direction have been under way for some time, and experimental models of matching systems presently are under design or being tested in six States. These States are Utah, Wisconsin, California, New York, Florida, and Michigan.

The problems involved in matching people with job specifications are complex, however, and these experimental models represent a variety of approaches. We estimate that it will be some time before these experiments can be fully evaluated, a standard design established, and a national system put into operation.

Simultaneous with this long-range effort, the Manpower Administration is setting up a number of computerized Job Banks to meet the immediate needs of our large metropolitan areas. The Job Bank provides up-to-date information on all openings known to the employment service within a metropolitan area and permits greater coordination between employment service offices and other public or community agencies in development job opportunities and in referring applicants to employers. Job Banks, based on the successful Baltimore model, will be operational in 36 of the largest cities by the end of fiscal year 1970. In fiscal year 1971, depending on Congressional funding, they will be extended to a second tier of smaller cities. Thus the Job Banks, while not a nationwide system, will, by the end of this fiscal year, be able to provide job openings information for 36 cities which contain some 40 percent of the nation's work force. We anticipate that a veterans' unit will be linked with each Job Bank to facilitate placement of all veterans including those recently separated.

As I mentioned before, the techniques for computerized man-job matching now being developed and introduced, when perfected, will be designed for use with all applicants. However, under this plan veterans' applications, properly coded, will be afforded the requisite priority in job referrals as an element in a national system.

With respect to the second feature of the bill—provision of relocation assistance—the Manpower Administration has had experience in pilot programs under the Manpower Development and Training Act in relocation of families and individual workers. To date, we have had some 35 mobility assistance projects in 28 States, helping about 14,000 workers and their families relocate to jobs. Assistance has been varied according to the needs of the target groups. Usually it includes costs of transportation and moving, an allowance for settling-in expenses, plus job placement and other assistance. Costs of relocation have averaged about $750 per family.

Our experience in these pilot programs has shown such an approach to be feasible; assistance in employment readjustment is helpful to families who cannot afford the expense of moving or who, for other reasons, are hesitant to make a change. As we expand our capacity to match people with jobs outside their immediate area of employment, we will require authorizing legislation to provide relocation assistance on a program rather than on a pilot project basis.

In summary, we agree with the general objectives which this legislation would seek to accomplish and believe that we are making progress in this direction for all unemployed and underemployed persons, including veterans. The legislation must be consistent with our overall manpower and economic policies. The establishment of a system for veterans should be viewed as a component of an overall design.

Dr. WEBER. As you probably know, the President on June 5 appointed a Cabinet-level committee to consider the broad range of problems hinging upon returning Vietnam veterans. Secretary Shultz is a member of that Committee, along with the Secretaries of Defense, HEW, the Director of OEO, the Administrator of the Veterans' Administration, and the Chairman of the Civil Service Commission, and this Committee is still carrying out its deliberations. On that account it probably would be inopportune for me to comment specifically on the details of the legislation you have under consideration here.

However, it might be useful to the committee to specify certain activities in which the Department of Labor is presently engaged, which relate closely to the mandate encompassed by S. 1088, which particularly proposes a veterans' relocation assistance center, and beyond that, the payment of relocation allowances.

In just a few minutes, I would like to indicate to you some of the activities that we have on stream as a matter of our normal operations, and other activities which are relevant to the considerations here.

First, it is significant to note that every office of the employment service—and that is over 2,000 offices—has a person designated to see that veterans are given special attention and afforded priority in referral to job openings and job training, as provided by law.

In calendar year 1968, 1.8 million veterans registered in local public employment service offices, and these offices placed veterans in a little over 1 million jobs.

Initial counseling interviews among veterans, where they were identified as having special problems because of their veteran status, totaled 180,000.

You are also aware, undoubtedly, Mr. Chairman, of the operation of the unemployment compensation law for veterans, which comes out of general appropriations. During 1968, 169,000 veterans received such unemployment compensation benefits. The average duration of benefits was 9.1 weeks, and the average weekly benefit payment was $44.91.

I must say my early memory as I was growing up, is of something called the 52–20 club immediately after World War II. You might say that this program is its lineal descendant.

Thirdly, many veterans are enrolled in our manpower development and training programs, particularly the institutional and OJT components, that is, those components which are not predominantly or exclusively oriented toward disadvantaged or low-income workers. During fiscal 1969 we served approximately 45,000 veterans through those programs.

Similarly, since 1967 we have had a program carried out in collaboration with the Department of Defense whereby servicemen, immediately prior to their discharge are asked to fill out a form specifying their name, home address, and other information. This is used to alert their local employment service office so that they would be contacted when they get home. This is the so-called VES–1 form, and in fiscal 1969, 583,143 veterans filled out this form and subsequently were contacted.

Now, with respect to the provisions in the bill, it would be useful to indicated first in terms of mobility assistance under title I of the Manpower Development and Training Act, as amended in 1963, the Department of Labor has authority to initiate mobility programs on a demonstration basis, and the total amount that has been appropriated for that purpose since the passage of that amendment has been approximately $14 million.

In fiscal year 1969 we did not have any money to carry forward initial programs initially because the authorization authority expired, and when it was renewed, funding was not possible.

We have asked the Congress for fiscal year 1970 for $800,000 to continue to implement such pilot demonstration mobility programs. This request was turned down in the House and we have prepared an appeal and hope for favorable consideration in the Senate and subsequently in the conference committee.

It might be significant to note that our experience with 35 mobility projects has generally demonstrated the feasibility and effectiveness of this approach. About 14,000 persons have benefited from the program, and of the 14,000 persons approximately 80 percent have carried out a successful transition to other locales.

The average cost per transfer or move has been approximately $750.

Secondly, in terms of the other provision in S. 1088, relating to the dissemination of information, of course, we have as part of our normal program active efforts to collect and disseminate information concerning employment trends and job opportunities not only within specific markets, but on an interstate basis as well.

I am first to admit that this procedure of the national distribution of information; that is, determining in labor market B that jobs are available in labor market A, is still at relatively a primitive stage.

However, we are trying to move this ahead through the development of job matching and job bank systems which involve the use of a sophisticated ADP system.

In fiscal 1970 we hope to install job banks involving the computer in 36 different cities, and we are actively engaged in the development of job matching systems in six States, including Utah, California, Wisconsin, New York, Florida, and Michigan. We would see the further implementation of these matching systems and job banks as being consistent with and generally supportive of the goals enunciated in the S. 1088.

Sir, that would highlight the major points in my statement, and I would be glad to answer any questions that you might have.

Senator **CRANSTON**. I am very grateful to you, and I want to recognize Senator Yarborough. I am delighted that with one of the busiest schedules in Washington the former chairman of this subcommittee and the chairman of the full Committee on Labor and Public Welfare has been here.

Senator **YARBOROUGH**. I am very grateful to you, Mr. Chairman, for the recognition. I appreciate the diligence with which you have been conducting these hearings. I regret that the hearings before two other subcommittees have delayed my arrival this long until, I understand, the Administrator of Veterans' Affairs has left, but some of the things that I would have asked him are included in Mr. Weber's statement.

Mr. Weber, you have mentioned here the President's Committee, and that he has appointed a Cabinet level Committee on the Vietnam Veteran.

Mr. **WEBER**. Yes, sir.

Senator **YARBOROUGH**. Is he cutting out the cold war veterans per se? The cold war GI bill covers anybody who entered service on or after January 1, 1955, and was honorably discharged. The previous VA tried to limit our GI bill to the Vietnam veterans who served overseas. This cold war GI bill applies to every veteran, but the VA has not been trying to get them into school.

I regret the VA's not here to answer this. We have, out of 6 million eligible cold war veterans, only 20 percent that have gone to school. I wonder if the committee appointed now is up to the gimmick that some of the previous VA Administrators were. They actually told veterans in my State if they hadn't been to Vietnam they were not eligible to go to school.

Do you know what the situation is with this new Committee?

I look with suspicion on it because of the previous administration's efforts to cut out all but the Vietnam veterans as an economy measure. I think it is economy in reverse.

We had 50 percent of all the veterans of World War II who went to school, 42 percent of the veterans of the Korean conflict, but only 20 percent of the veterans of the cold war and the Vietnam have gone to school, and within the past week the VA has announced that veterans could not expect any payments on this year's schooling until November and would have to find other credit for September and October.

This is a public announcement. To me that is a deliberate effort of the VA to keep the veterans from going to school, saying, "You have to get the money and sustain yourself to November. We won't issue the first month's check until November."

If there is any representative of the VA left in the room, raise your hand.

Mr. Johnston. Yes, Mr. Chairman. I am Charles M. Johnston, Deputy Assistant General Counsel, Veterans' Administration.

Senator Yarborough. Could you tell us why that order that they have to wait until November?

Mr. Johnston. Senator, I am not familiar with that particular announcement.

Senator Yarborough. Will you please take this in, because I want to ask the Administrator why that order has been made. I want to take this to the Administrator, and ask whether this new President's Committee is just trying to limit the rights of cold war veterans to those in Vietnam, and, third, why only 20 percent of the veterans of this conflict have taken educational training when the percentages were 42 percent for the Korean conflict and 50 percent for World War II.

Mr. Johnston. I will do that.

(The information subsequently supplied follows:)

Questions From Senator Yarborough and Answers From the Administrator of Veterans Affairs

Q1. ". . . within the past week the V.A. has announced that veterans could not expect any payments on this year's schooling until November and would have to find other credit for September and October. . . . Could you tell us why that order that they have to wait until November?"

A1. This is true where the veteran enters late in September or early October as is the case usually in college and universities and there is any delay in the institution's submission of the enrollment certificate. Since the inception of the Korean GI Bill, Public Law 550, the VA has submitted similar notices to veterans to assure that they understood that the veterans' educational assistance allowance may be paid by law only in arrears. and they must plan to have enough money to stay in school until they have earned their first check.

Veterans Administration,
Information Service,
Washington, D.C., August 13, 1969.

The Veterans Administration said today it is as anxious as any campus G.I. over education checks arriving on time this fall.

VA says the number of payday delays would be reduced drastically if veterans and schools will do the required paperwork . . . and do it on time.

If the veteran was in college during the spring or summer semester and followed instructions by returning his Certification of Attendance at the end of the term, he has nothing more to do before his checks start arriving this fall . . . assuming the college registrar follows through and promptly returns his new fall enrollment certification to the VA.

Veterans who did not return their Certification of Attendance to VA in June should do so immediately.

Veterans who have lost their Certification of Attendance card should obtain another one from the VA office that issued it and mail it in forthwith, VA said.

Veterans who are enrolling for the first time this fall—or who have changed college or program—must be certain, according to VA, that:

1. They have obtained a proper Certificate of Eligibility from the Veterans Administration.
2. They have submitted this Certificate to the college registrar.
3. The college registrar returned the completed certificate to the VA.

Normally, payment for September and October is combined in the first check mailed to veterans in November.

Q2. "I want to ask the Administrator, if he is present, and will you take this to him, too, whether this new President's Committee is just trying to limit the rights of Cold War veterans to those in Vietnam. . . ."

A2. The new President's Committee is definitely not limiting itself to consideration of Vietnam Veterans only. The prime focus of the Committee's efforts is to assure the best in Veterans Administration programs for all current veterans regardless of whether or not they served in Vietnam.

Q3. "Why only 20 per cent of the veterans of this conflict have taken educational training when the percentage were 42 per cent for the Korean conflict and 50 per cent for World War II?"

A3. A more meaningful statistical comparison is obtainable from percentages of involvement in each of the mentioned programs at similar stages—rather than comparing the statistics of two completed programs with that of a relatively recent on going program.

Our latest comparison of veterans receiving training is included in the accompanying table which shows participation rates after 36 months to be comparable with those in World War II and the Korean Conflict bills.

The more favorable conclusions thus reflected are not intended to imply satisfaction or abatement of effort to significantly increase participation.

COMPARISON OF WORLD WAR II, KOREAN CONFLICT, POST-KOREAN CONFLICT, AND VIETNAM ERA PARTICIPATION RATES OF PERSONS WHO TRAINED IN THE 1ST 36 MONTHS OF THE PROGRAM

Period of service	Veteran population in civil life	All persons trained		All persons trained—except farm trainees	
		Number	Percent of veteran population	Number	Percent of veteran population
World War II (Public Law 346): July 1944–June 1947	14,361,000	3,714,604	25.9	3,428,206	23.9
Korean conflict (Public Law 550): September 1952–September 1955	4,166,000	1,105,907	26.5	1,057,063	25.4
Post-Korean conflict (Public Law 358): June 1966–June 1969	6,302,000	[1] 1,303,977	20.7	1,303,566	20.7
Vietnam era only (Public Law 358): June 1966–June 1969	3,168,000	[1] 754,424	23.8	754,279	23.8

[1] Includes 90,586 servicemen.

Note: The column headed "All persons trained—except farm" has been included inasmuch as the current GI education program did not have a program comparable to institutional on farm training under prior educational programs. While different educational programs under varied laws are being compared, the inclusion of this column makes the comparison slightly more valid.

COMPARISON OF WORLD WAR II, KOREAN CONFLICT, POST-KOREAN CONFLICT AND VIETNAM ERA PARTICIPATION RATES OF PERSONS WITH LESS THAN A HIGH SCHOOL EDUCATION WHO TRAINED IN THE 1ST 36 MONTHS OF THE PROGRAM

Period of service	Veteran population with less than high School education in civilian life	Persons with less than high school education who trained		Persons with less than high schol education, who trained — Except farm trainees	
		Number	Percent of population with less than high school education	Number	Percent of population with less than high school education
World War II (Public Law 346): July 1944–June 1947	7,841,106	1,340,927	17.1	1,020,773	13.0
Korean conflict (Public Law 550): September 1952–September 1955	1,820,542	335,089	18.4	311,755	17.1
Post-Korean conflict (Public Law 358): June 1966–June 1969	1,770,862	108,560	6.1	108,516	6.1
Vietnam era only (Public Law 358): June 1966–June 1969	715,968	62,802	8.8	62,789	8.8

Mr. WEBER. Mr. Chairman, if I might respond in part to the question, the President's statement establishing the Cabinet-level committee on June 5, indicated that, although of course the primary emphasis would be given to Vietnam veterans because that is the clear and present problem, the committee's mandate applied to all veterans. The President asked the committee to be responsive to three questions:

First, how can we help more veterans to benefit from existing programs? This, of course, is related to your comments.

Senator YARBOROUGH. Pay them right off. Don't tell them that before the school year opens in August then they have to borrow enough money to sustain themselves until November.

Tell him right quick to retract that order and tell veterans: "Your credentials will be promptly processed." If a man applies now, they presently won't pass on his eligibility until November so that he has no chance if he is going to a conventional college, until February or June or next September.

Just stop these delays and give these veterans the same expeditious service they gave veterans of World War II and Korea.

Will you be representing the Department of Labor in this committee?

Mr. WEBER. No, the Secretary participates directly.

Senator YARBOROUGH. I hope you will tell him what the VA has been doing under Presidential and Bureau of the Budget orders.

I am not zeroing in on this new Administrator, but stating what has happened in the past. When the President appointed this new Administrator, he said he was going to reverse these policies of the past and help these veterans. This new order indicates a slowdown instead of a speedup in protecting them and helping them get what the Congress has written into law as their right.

I won't take any further time, Mr. Chairman. We have an executive meeting on the educational bill now. I am forced to go.

I hope we can come back sometime when we do have the Administrator of the VA here. I hope he will do what the President said he was when he was appointed, improve the procedures. This is not a party matter, Mr. Secretary.

I was at constant war with the VA, the Bureau of the Budget, and the Defense Department in previous administrations because all were trying to slow down and keep these veterans from going to school. It is shortsighted not only toward the veterans but it is pulling the economy down and pulling down the educational level. It is damaging the Nation.

Mr. Chairman, you have my support for the bills that you are offering, S. 2268, S. 2700 and S. 2506.

Senator Cranston. The Senator's statement will be placed in the record. I want to thank you for your cosponsorship and your support and that useful question on which I hope we can have an answer by Friday, when the record will close.

We will be compelled to recess. Senator Yarborough had two purposes in coming here: One, to do what he did and, two, that those of us here accompany him to make a quorum in the full committee executive session.

Senator Yarborough. I want to compliment you, Mr. Chairman. I was chairman of this subcommittee for 7 years and longer than anyone else who was subcommittee chairman. I stayed here that long to get these cold war veterans some rights, and now that we have them written into law, now they won't implement them with different administrations and different parties.

Senator Cranston. I want to break your record for time if not for excellence.

Senator Yarborough. If you get this done, Mr. Chairman, we will strike a special gold medal for you like has never been struck before.

Senator Cranston. Mr. Weber, I have had some questions to submit to you, but I am afraid, in view of the time problem, I will submit them to you in writing and, if you could get the answers back by Friday, I would appreciate it.

Mr. Weber. I will.

(The information to be supplied follows:)

Questions From Senator Cranston and Answers From Dr. Arnold R. Weber, Assistant Secretary of Labor for Manpower, U.S. Department of Labor

Q1. *How many local offices do you have in the employment service?*

A1. In June 1969 there were 2, 158 full-time employment service local offices in State employment security agencies affiliated with the U.S. Training and Employment Service (USTES). This figure includes 72 farm labor service offices and 131 youth opportunity centers.

Q2. *Where are these offices generally located in terms of population centers?*

A2.The location of local offices depends on the distribution of population, taking into consideration the needs of both workers and employers. Most local offices are located in cities and towns, serving the surrounding geographic area as well. Large metropolitan areas have more than one local office.

Q3. *Are they generally located in Federal office buildings and in downtown business sections?*

A3. Employment service offices are not located in Federal office buildings. These offices are operated by State employment security agencies, and therefore are located in State-owned buildings or in rented quarters. Generally, they are in downtown sections near public transportation, but preferably outside of high-rent districts.

Q4. *Does the employment service person in every local office who is assigned to veterans counselling devote full time to that task?*

A4. A Veterans' Employment Representative (LVER) is assigned or designated in every local office. In larger metropolitan offices, these are full-time positions, but in smaller offices the actual amount of time spent by the LVER in providing employment assistance to veterans depends upon the veteran applicant workload.

Q5. *Do some local offices have more than one such employee?*

A5. The larger employment service offices in metropolitan areas have more than one LVER designated for providing services to veterans.

Q6. Could you please provide some more detail about the special unemployment compensation program for ex-servicemen?

A6. The Unemployment Compensation for Ex-Servicemen (UCX) program was established by law in 1958 (5 USC 85). Under this program, servicemen earn wage credits which are the basis for unemployment insurance entitlement based on their length of service and service pay. This entitlement is assigned to the State where the first claim is filed after a veteran's last period of service. The unemployment compensation law of that State applies to the exserviceman's claim for determining his eligibility, and the amount and duration of his benefits. In summary, military personnel receive unemployment insurance credit for their active military service in the same manner that private industry workers do; thus, the ex-serviceman is not penalized regarding unemployment insurance protection for the time he served in the armed forces.

Q7. What significance do you attach to the 169,000 veterans receiving unemployment compensation for 1968? Do you have any estimate of the proportion of these veterans receiving unemployment compensation who choose to take this sort of mild readjustment period for a few months rather than actually seek a job? In that connection, could you provide a breakdown by age, educational level, and marital status of the 169,000 unemployed veterans?

A7. The significance is that in 1968, a year of relatively low unemployment nationally, approximately one-sixth of discharged servicemen experienced temporary difficulty in obtaining employment. Veterans who apply for unemployment compensation are subject to the same tests of availability for work as other claimants under State laws. The fact that the average duration of benefits for ex-servicemen was 9.1 weeks although the majority were potentially eligible for 26 weeks of benefits indicates that veterans were actually seeking jobs. There are no data available as to age, educational level, and marital status of UCX claimants.

Q8. How many veterans were enrolled in FY 1968 and also FY 1969 in MDTA or other Department of Labor Manpower programs? Could you provide this breakdown for the record? Also, do veterans receive any preference for acceptance into manpower programs, and if so, how does that work?

A8. In fiscal year 1968 there were estimated to be 57,000 veterans enrolled in MDTA institutional and on-the-job training programs. Preliminary figures for fiscal year 1969 indicate that 43,000 were enrolled. Pursuant to Federal regulations and U.S. Training and Employment Service procedures, selection and referral of unemployed or underemployed applicants for MDTA training is made in accordance with the policies and regulations of the USTES relating to referral to employment. It is the policy of the USTES to give priority in selection and referral to qualified veterans; and to give priority to disabled veterans over other veterans.

Q9. I am not quite clear about what the implications of your testimony are regarding the technical feasibility of the nation-wide job matching system which S 1088 would require the Secretary of Labor to establish. Are you saying at this point that a directive from Congress would be beyond existing technical capabilities?

A9. If there were to be legislation in this field, the language should be such as to provide for continued development of a nationwide job-matching system leading toward its eventual installation and operation. Legislation which requires immediate operation of such a system would create technical and administrative difficulties as there is a considerable amount of "tooling up" to be done. In any event we would prefer to design such a system in the context of an overall manpower services delivery system as provided in the recently-introduced "Manpower Training Act of 1969".

Q10. Also, is it your position that you require no additional legislative authority to continue with your expansion of job banks and to provide a special veterans unit linked to each such bank?

A10. Since the time of the hearings before your Committee, the Secretary of Labor has forwarded to Congress a draft "Manpower Training Act of 1969", which, among other provisions, calls for the development and establishment of a national computerized job bank system. Authority would not be necessary to establish a veterans unit in major metropolitan areas linked with job banks.

Q11. I would appreciate your providing us with a little more detail about your experience with payment of relocation costs under the MDTA.

(a) Has such assistance been provided only to those who participated in MDTA programs?

(b) What criteria are used in your thirty-five mobility assistance projects to determine who will receive relocation subsidization?

(c) Is such relocation financial assistance provided in any of your USES offices as a matter of standard procedure?

A11. In a few mobility projects, relocatiton assistance was provided to MDTA graduates to experiment with this type of linkage. However, the majority of the mobility projects were not training-linked and assisted unemployed workers not enrolled in MDTA training programs. The criteria for eligibility were established on a project-by-project basis since these projects were designed to explore ways of overcoming problems of different groups in various settings. For example, some dealt with workers laid off in a large plant shutdown; some moved only long-term unemployed persons; while others were designed for part-time employed workers or for farm families earning less than $1,200 a year. Relocation financial assistance has been provided only on an experimental basis and is not offered in any employment service office as a matter of standard procedure.

Q12. What is your view on the appropriate legislative assignment of responsibility for veterans job counselling and placement between the VA and Department of Labor? In this regard S. 1088 and S. 2700 take different approaches. S. 2700 assigning ultimate responsibility for this function to the VA.

A12. Without taking a position either on S. 1088 or on S. 2700, it is our view that job counselling and placement activities should continue to be assigned to the Department of Labor, which through its network of employment service offices in affiliated State agencies, has the necessary resources, facilities, trained personnel, and experience to render a full employment service. This has been recognized in the Wagner-Peyser Act of 1933 and reaffirmed in veterans legislation throughout the years. It is also consistent with the Administration's position to consolidate responsibility in the proposed Manpower Training Act of 1969 for a comprehensive manpower services system within the Department of Labor. The point is that job referral and placement are only a component of services which includes counselling, testing, labor market information, job development, referral to training, assistance to disabled and older workers, payment of unemployment insurance benefits, and other activities. Veterans can best be served within the context of a comprehensive manpower program.

Senator **Cranston**. I appreciate your taking the time to come before the committee now with all the manpower problems you have at this time.

Mr. **Weber**. Thank you very much.

At this point I order printed in the hearing record the prepared statement of Dr. Allen, Assistant Secretary of HEW for Education, and U.S. Commissioner of Education.

(The prepared satement of Dr. Allen follows:)

PREPARED STATEMENT OF HON. JAMES E. ALLEN, JR., ASSISTANT SECRETARY FOR EDUCATION; AND U.S. COMMISSIONER OF EDUCATION

Mr. Chairman and Members of the Subcommittee:

I am pleased to have the opportunity to comment on the veterans assistance bills under the Subcommittee's consideration: S. 2506, S. 1088, S. 2668, and S. 2700. I am advised that this statement should stand in lieu of an HEW report on the four bills before you.

In my earlier testimony before the Subcommittee, I expressed the Department's serious concern with the unmet needs of veterans, particularly of disadvantaged veterans returning to civilian life from Vietnam. I will not repeat my previous comments on the critical educational needs of veterans: and the great opportunity that further education offers for them and for the country. I would like to touch briefly on each of the bills now before the Subcommittee and state our reactions to them.

The amended S. 2506 would make veterans eligible for full-time veterans' benefits, if the undergraduate institution he attends certifies that it charges full-time tuition to a student who carries less than a 14 semester hour course load or its equivalent. Currently, one is not eligible for full-time educational benefits if he carries less than 14 semester hours.

The bill offers relief to veterans attending a growing number of institutions, many of them community colleges, which have established 12 semester hours as a full-time course load. Currently, a veteran attending such an institution would have to shoulder extra courses or relinquish full-time educational assistance benefits. It makes sense that the veterans assistance program should make room for all veterans who are full-time students at accredited institutions in providing full-time benefits; S. 2506 would ensure that all veterans carrying the number of semester hours certified by the institution as a full-time load would be eligible for full educational benefits. We therefore support the amended S. 2506 as a sensible response to changing institutional practices. I would like to note in passing that under student assistance programs administered by the Office of Education, eligibility as a full-time student is determined according to each institution's definition of a full course load. The change proposed in S. 2506, then, would also bring eligibility provisions into line with those contained in the Office of Education's student assistance programs.

S. 1088, the "Veterans Employment and Relocation Assistance Act," provides for the establishment of a Veterans Employment and Relocation Assistance Center in the Department of Labor. The Center would maintain lists of job and training opportunities along with their educational and skill requirements. In addition, it would keep a list of eligible veterans and the skills they possess.

Veterans would be permitted to apply for Relocation Center Assistance within 90 days of severance from the Service. Upon application for assistance, they would receive assistance from local offices at the U.S. Employment Service, which would be responsible for matching veterans with appropriate job, job training, or appropriate opportunities for which they are qualified. The Employment Service would arrange for interviews; the Veterans Administration would pay relocation costs for veterans taking jobs outside their home areas.

Under provisions of the bill, a veteran need not accept a job offered him, but he would be barred from further Relocation Center assistance if he refused a job offer without satisfactory reason or if he refused 3 job offers.

Since the contents of this bill bear scant relation to my position as Assistant Secretary/U.S. Commissioner of Education, I cannot claim a particular perspective on its merits. I would, however, like to join with the Veterans Administration in urging that action on this bill be deferred along with action on the next two I shall discuss until the President's Committee on the Vietnam Veteran has had a chance to review the proposal, along with a wide range of other ideas for improving veterans assistance.

S. 2668, "to provide additional educational and training assistance to veterans, and to provide for a predischarge education program," contains two major sections. The first section of the bill would support the cost of counseling, tutorial, remedial, refresher, or other special assistance to veterans with educational deficiencies who are attending educational institutions. Such assistance would be paid directly to the institution, and would not be charged to a veteran's period of entitlement to benefits.

The second section of the bill authorizes a predischarge educational program for members of the armed forces. The program would support education and training expenses for a serviceman at any educational institution, so long as the training or education is preparatory to or required for a training or education program he intends to pursue after leaving the armed services. Eligible courses of study would be identified in accordance with regulations issued jointly by the Veterans Administrator, the Secretary of Defense, and the Commissioner of Education.

In addition, the Administrator would be responsible for arranging and coordinating educational and vocational guidance and job placement assistance to those eligible for the education and training program.

Certainly the concept of predischarge education and job preparation is an excellent one, as is the companion idea of postdischarge remedial and related assistance. Thousands of veterans leave the armed services each year unequipped with high school diploma or sufficient learning skills to succeed in further education which veterans benefits would support. Many need special help and counseling to finish requirements for a high school diploma or equivalency, or to pass through 4 years of college.

However, I would like to point out to the Subcommittee that the Office of Education administers 3 programs which could provide the kind of the services to veterans authorized by S. 2668. The preservice discharge program would overlap with authority for Talent Search and Upward Bound, both of which in different ways identify and prepare disadvantaged people for college study. This would include disadvantaged veterans as well as young people still in the schools. Talent Search funds have been used for a few programs of this sort for veterans. We do not have similar information on Upward Bound, but both programs are promising opportunities to attach the problems to which this section of the bill addresses itself. We will be making special efforts to encourage projects for veterans; Talent Search guidelines for next year specifically name veterans as a target population.

The second section of S. 2668, which provides for special counseling, tutorial, remedial, and similar services for veterans with educational deficiencies would duplicate authority for a new program administered by the Office of Education, Special Services for Disadvantaged Students. This program, created by the Higher Education amendment last year, provides authority for:

(*a*) Counseling, tutorial, or other educational services, including special summer programs, to remedy academic deficiencies of disadvantaged students,

(*b*) Career guidance, placement, and other personnel service to encourage or aid students in continuing or reentering higher education, and

(*c*) Identification, encouragement, and counseling of such students with a view toward preparing them for graduate or professional study.

Disadvantaged veterans would be eligible for this program, for which we have requested initial funds for Fiscal Year 1970. Therefore, it seems that S. 2668 would overlap with broad authorities already contained in existing programs. We are acutely aware of the needs of disadvantaged veterans, and would like to see a portion of the funds for these programs directed toward those needs. Although we recognize that current fiscal stringencies would not allow meeting those needs fully, we intend to make a start in this direction under our existing authorities.

S. 2700 would create a "veterans outreach services program" to help eligible veterans apply for and obtain benefits and services to which they are entitled. Under the provisions of this bill, the Veterans Administration would establish assistance centers throughout the country to carry out the outreach program. Each center would inform veterans in the surrounding area of benefits and services for which they are eligible. The center would assist each veteran in planning an educational, training, or employment program; offer job referral and placement assistance; and provide social and other special services to help him in obtaining the maximum assistance for which he is eligible; and give him help in making claims for benefits and services.

The outreach centers would emphasize service to recently separated and to disadvantaged veterans. They would be located, to the extent practical, in areas where large numbers of such veterans reside.

As with S. 1088, my position gives me little special wisdom in commenting on the merits of this bill. I would, however, like to mention here a special veterans education and teacher preparation program administered by the Office of Education which seems to touch upon the concerns expressed in each of the three bills I have discussed: The Veterans in Public Service program, which we hope to expand into a broader "Career Opportunities Program" this year.

This program is at least a partial response to the needs dealt with in S. 2668, S. 2700, and S. 1088, for it aims to provide special educational, job training, career opportunities for disadvantaged veterans, in the critical area of education for disadvantaged children. Eight projects were begun last year (Fiscal Year 1969) at a cost of $600,000 in Office of Education research funds. The VIPS program offered veterans higher education study and teaching internships in inner city teaching. We have requested $24,000,000 for Fiscal Year 1970 to expand the program to disadvantaged persons to all backgrounds, with an intended 40 percent reserve for veterans. I am hopeful that this program will help to lead the way in encouraging greater special attention to veterans in job training and special educational services programs.

In conclusion, I would like to reinterate that we are deeply concerned with the needs of disadvantaged returnees from the armed forces. Because some of the provisions of the bill before the Subcommittee appear to overlap with existing authorities and because we are awaiting the recommendations of the President's Committee on the Vietnam Veterans, which is expected to look at veterans needs within the broadest of perspectives and identify priorities among those needs, I urge that the Subcommittee defer action on S. 2668, S. 2700, and S. 1008 until we all have the benefit of the Committee's recommendations. Finally, I do support the change proposed in S. 2506, and I thank the Subcommittee for the opportunity to offer my comments on this legislation.

Senator CRANSTON. We will meet not at 9:30, but at 9 on Tuesday next for the second session of this hearing.

Thank you very much. We stand in recess.

(Whereupon, at 11:40 a.m., the subcommittee recessed, to reconvene at 9 a.m., Tuesday, August 12, 1969.)

EDUCATION AND TRAINING FOR VETERANS

TUESDAY, AUGUST 12, 1969

U.S. Senate,
Subcommittee on Veterans' Affairs
of the Committee on Labor and Public Welfare,
Washington, D.C.

The subcommittee met at 9:10 a.m., pursuant to recess, in room 5110, New Senate Office Building, Senator Alan Cranston (chairman of the subcommittee) presiding.

Present: Senators Cranston (presiding) and Hughes.

Staff members present: Jonathan Steinberg, counsel; and JoAnn Newman, minority staff member.

Senator Cranston. The committee will please come to order.

This morning the Veterans Affairs Subcommittee resumes hearings on veterans education, training and manpower begun on August 8 Because of time considerations, I was not able to present personally my opening statement on August 8. So, I will now stress certain aspects of that statement. Full copies are available.

The principal focus of these hearings is on two bills, S. 2668 and S. 2700, which I introduced recently with bipartisan cosponsorship. These bills would provide for a variety of far-reaching programs to motivate high school dropouts and other educationally disadvantaged veterans to upgrade their skills by pursuing further education and training under the GI bill.

Almost one-quarter of all servicemen discharged each month are high school dropouts. They will number nearly a quarter of a million veterans in fiscal year 1970. Their participation in GI bill education and training programs has been abysmally low since the cold war bill was enacted 3 years ago—8.8 percent for Vietnam-era veterans and only 6 percent for all post-Korean veterans.

After 3 comparable years under the World War II GI bill 17.1 percent of high school dropout veterans—and there was then an even higher proportion of them—had taken education and training under that bill. And after a similar period under the Korean conflict GI bill, the dropout participation rate was 18.4 percent.

So, we are doing only about one-third as well as after World War II and the Korean conflict, and even then, we did not, in my opinion, do well enough.

The failure of dropout veterans to participate in the GI bill is even more alarming today because of the ever constricting job market for the school dropout. I need not dwell on the very few opportunities for work open to the dropout and what his street corner alternatives as one of the unemployables then become.

32-660—69—pt. 2——9

At our previous hearings, we were told about the dangers that disillusioned black veterans would be recruited into violent militant groups. The stakes for society are clear. There is a compelling need, as well as an obligation by virtue of their service to our country, to educate and train these disadvantaged veterans so that they have the opportunity to participate meaningfully, in an economic, political, and social sense, in what we still believe to be the American dream.

I believe it is essential in the interests of our national security that we take the steps necessary to mobilize the enormous resources of these men, who will number a million over the next 4 years. Only when we make massive efforts to resolve and grapple directly with the most fundamental problems facing our less advantaged people—their need for full and fair educational, employment, housing and political opportunities—will we truly be securing for our Nation the indispensable values of a Democratic society. That to me is what "The needs of our national security" really means.

The two bills—S. 2668 and S. 2700—would strike at these problems in a number of ways. I do not wish to leave the impression that it is an easy task to motivate dropouts to drop back in. But the difficulty only makes it more vital to them, and to all of us, that the Secretary of Defense and the secretaries of each service make clear that education and training of these servicemen to prepare them for the transition to civilian life is necessary to our national security in the sense I have just described.

The all-out effort to reach the educationally disadvantaged veteran would be culminated by the expanded outreach services program provided for in S. 2700.

It is not enough merely to offer new and improved programs and to increase substantially GI bill allowances—which I strongly favor. For those who most need the benefits are often—by virtue of their disadvantaged backgrounds—least aware of them and least inclined to take advantage of them. Part of the answer, at least, is an aggressive and enlarged outreach program which S. 2700 would establish.

I wish to expand on one aspect of S. 2668 and S. 2700 raised at our hearings this past Friday.

I do not believe that it is appropriate in this era of stress, albeit perhaps inordinate, upon postsecondary education to limit special programs for the educationally disadvantaged to those who did not complete high school.

Rather, as I suggested to Veterans' Administration officials it would seem that at a minimum those veterans should also be included who have a high school diploma but no further education.

Defining the educationally disadvantaged veteran would be left to the Administrator of Veterans' Affairs so that the definition can be revised from time to time to be most in tune with prevailing educational achievement levels.

Finally, I wish to note that I plan to call an executive session of this subcommittee in September to consider the 20 bills currently pending before it in the fields of education, training and manpower, as well as medical and hospital care.

It is my hope that we will be able to move rapidly to take appropriate action during September within the subcommittee and in the full committee.

Prompt action by the Congress should then make it possible for veterans taking education and training during 1969–70 to receive the benefit of increases in GI bill education and training allowances and other revisions in that program.

Senator Schweiker, the ranking minority member of the subcommittee, has asked that his opening statement appear in the record at this point.

STATEMENT OF HON. RICHARD S. SCHWEIKER, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

Mr. SCHWEIKER. Mr. Chairman, I am very pleased that the Subcommittee on Veterans' Affairs has undertaken hearings on S. 1088, which I and a number of other Senators have cosponsored with the senior Senator from New York, Mr. Javits. This bill is intended to improve the job horizons for our young veterans returning home.

One of the most serious problems facing veterans who are returning to civilian life, is finding jobs in which they can use the skills they learned and developed during military service. Too often veterans will return to a hometown where, due to high unemployment or a generally limited choice of jobs, no market exists for their newly acquired skills.

To help veterans overcome this critical hurdle, I have joined in cosponsoring S. 1088, a far-reaching bill which would set up an employment center for veterans seeking employment utilizing their skills.

Mobility is one key to our veterans finding employment utilizing their skills. However, the returning veteran who is without a job will not be likely to search in other sections of the country for a job suitable to his skills. In most cases, he will not be able to afford a nationwide hunt for a job. S. 1088 recognizes the importance of mobility in the employment search problem. It seeks to assist veterans in locating the areas of suitable employment by two means. It establishes a center in the U.S. Employment Service, offering information for employment opportunities. And in addition, the bill would authorize payment of travel expenses for a veteran to have a job interview with a prospective employer who is recommended by the Employment Service.

The intent of this legislation, then, is to increase the job mobility of our veterans returning to civilian life with developed skills. It will have far-reaching effects, not only on the veterans themselves, but also on our total society. The veteran, with meaningful employment, will be able to make his transition between the military and civilian life with greater ease and begin to share in the economic and social benefits of this country which he helped to defend. And industry, which is constantly looking for skilled employees to meet the growing demands of our highly technical society, would benefit by hiring these skilled veterans, who would now be matched with jobs across a wider geographical area.

As I am sure it can easily be recognized, this legislation would have an especially important impact on the young man who entered the military service from an inner-city neighborhood or an impoverished rural area where opportunities for employment, as well as social and economic benefits were sadly negligible. The young man from the disadvantaged area, with a skill developed during his military service, would return to civilian life better able to free himself from his home environment and move into our opportunity-full society.

The Veterans' Affairs Subcommittee has been studying a number of proposals to assure that our veterans share in all the opportunities of the nation. I strongly feel S. 1088 is of critical importance to our young veterans returning home to resume their civilian lives.

Senator CRANSTON. I am delighted that our first witness this morning is Senator Jack Javits from New York. Senator, we are delighted to have you here.

STATEMENT OF HON. JACOB K. JAVITS, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator JAVITS. I am very grateful to the Chair for this opportunity to testify in support of S. 1088, which was introduced on February 19, 1969, with the cosponsorship of Senator Hughes, Eagleton, Nelson, Randolph and Schweiker.

Since that date, approximately one-half million GI's have returned to civilian life. Most of these young men had to disrupt their education or carriers in order to fulfill their military obligation. Upon returning home, many must seek new jobs or careers and resume their responsibilities as wage earners and family men.

The Veterans Employment and Relocation Assistance Act is an effort to help these returning veterans, with particular emphasis upon veterans from disadvantaged neighborhoods, urban and rural. The proposed act seeks to help returning veterans find jobs which would make the fullest possible use of their skills and talents. It would require the U.S. Employment Service to establish a national center for compiling employment opportunities throughout the country and marching these opportunities with the skills of individual veterans. Then, a veteran who is unable to find suitable employment in his home area would be able to take advantage of opportunities elsewhere by being provided with transportation expenses for interviews and a moving allowance if he accepts the job, according to the terms of this bill.

In short, this bill would give the returning veteran the opportunity to go out of his area or neighborhood for an interview, and if he is hired, would give him the financial assistance necessary to move there.

I would like to point out that is one of the stated purposes of project transition, according to the brochure on the program issued by the Office of the Assistant Secretary of Defense, dated November 1968, entitled "Fact Sheet, Transition Program."

The description of the program in item 6 reads as follows: "Provides an opportunity for those who would otherwise be returning to a critical urban or rural environment to make a choice for mobility and follow a good industry job to a new community."

I wish to point out that the President's manpower program will be introduced today. I shall be introducing it on the part of the administration.

That program has certain provisions for a Job Bank, and whatever the committee decides about S. 1088—and hopefully, it will act upon it, as the Chair says, at its early September meeting—we should be sure to have a suitable provision so that there is no duplication between S. 1088 and the new Job Bank. Either the particular provisions for veterans could be fed into the National Job Bank, or the veterans program could stand on its own, depending upon the judgment of the Secretary of Labor and the Administrator of Veterans' Affairs.

Now, the costing aspect of this, Mr. Chairman, runs something like the following.

We estimated that 10,000 veterans a month will be taking advantage of the interview expense, at a cost per interview, including the travel to get there, of $100. We estimated that 5,000 veterans will be taking advantage of the moving expense, at a cost of $300 per move.

We then added to that an administrative overhead of $5 million, making an estimated expenditure of about $35 million for the first year costs of the program.

We cannot make the estimate any more definite, but at least it is an order of magnitude to give the subcommittee and the full committee some concept of what we are talking about.

We feel, Mr. Chairman, my cosponsors and I, that a definite need exists for this particular measure to assist the veteran in finding appropriate employment, and we would like to cite some figures which indicate the size of the problem.

From January to May of this year, there were an average of 431,000 veterans unemployed. I would like to repeat that.

From January to May, the average unemployment of veterans was 431,000 per month.

The unemployment rate for these veterans in the 18- to 19-year-old category was 9½ percent. That is very high. It is almost three times the national average.

For the 20- to 24-year-olds, it was 5.2 percent. That is a little less than twice the national average.

The national average unemployment rate for men over 16 at the same time was 2.7 percent, and the overall national unemployment rate was 3.5 percent.

Nonwhite males, as is usual, fare the worst, and they are the ones who are likely to be most helped by this kind of financial assistance. Unemployment rates for nonwhite males in the 20- to 24-year-old category, which is the age range for most returning Vietnam veterans, average about 10 percent.

In addition, as we know, many veterans come from Appalachia or other depressed rural areas and urban poverty areas where jobs are extremely scarce.

I would like to add, Mr. Chairman, that this does not necessarily imply any discrimination by the military people, or any undue bulge of black or poor Americans in the ranks. Black or poor Americans are the least likely to be students, they are the least likely to have critical jobs, and in many cases, notwithstanding the danger, military service is the greatest opportunity many of these young people can have. We can't offer them comparable opportunities in a nonmilitary way as yet. I know we will someday, but it may be a long time in the making.

So, I don't want the committee to jump to the conclusion that I am making any accusations of unfair treatment of the poor and black and other minorities on the part of the military. In 1968, 169,000 veterans received a total of $69 million in unemployment compensation for ex-servicemen. It is estimated that each of these men, based upon median incomes in the country, could have earned somewhere between $6,654 and $7,664. You are talking there not only about what you save in unemployment compensation if you can accelerate the job placement process, but you are talking also about potential Federal income taxes, which could run well into $200 million for the same men.

So you not only save on the payout. You also gain materially on revenues when the man becomes a working, productive citizen.

Returning veterans now are very well positioned to work. They have had training, they have had discipline, they have acquired skills. Most of them have at least one to three MOS's, that is Military Occupational Specialties. It is interesting to note that, according to our research, of the 940,000 enlisted men eligible for separation this year, only 20 percent, or roughly 190,000, had MOS skills which were classified as "combat," which means that the overwhelming proportion are ready to be fed into civilian employment.

In addition, they have gained maturity, as I said, and this has been about the first chance to break out of the ghetto which many of them have had. How great, then, would be the opportunity to make that good for them by enabling them to locate permanently outside of this same crowded, difficult area which generally has much less opportunity.

I have already referred to Project Transition. I would like to point out parenthetically in that regard, Mr. Chairman, that while it is a very good idea, it has involved very little job placement because not very much money has been allocated to it. The Department of Defense has only allocated about $16 million to the program.

That summarizes my position, Mr. Chairman. I know the committee will want to examine carefully the opinions of the Government departments on S. 1088, but it seems to us, on grounds of equity, on grounds of demography—that is, the movement of our population in the most constructive way—and on grounds of real saving in terms of unemployment compensation and affirmative productivity from the individual veteran, that the cost which we estimate to be $35 million at the most, is well warranted, and would be an excellent investment.

Thank you.

Senator CRANSTON. Thank you very much, Senator. Those statistics on veterans' unemployment are really appalling.

Senator JAVITS. They are, especially for younger people. I heard the Chair's own statement about dropouts, and it is really fantastic that we can't do better in all of these categories. I think, Mr. Chairman, that I certainly would pledge myself as a ranking member of our committee to work extremely hard with the Chair to invest money in this program. I think we can effectively answer the concerns about the budget on the investment level in this matter. It is literally costing us much more because we are not using a little money and a little brains to try to deal more effectively with the situation.

Senator CRANSTON. It is a very wasteful approach to resources both for the individual and for society.

Is it your feeling that we need more follow through by the VA, the Veterans Administration, in counseling and in helping individuals get located in employment after they have had whatever preparation is offered?

Senator JAVITS. I am sure of that, and I think that given some tools, like those the Chair is talking about and those I am talking about, we will be able to insist that this function be carried out.

I think the VA has a tendency to become routinized, and to concentrate on traditional veterans services and veterans claim problems. The constructive opportunities for resettling veterans are not as easy to implement, and I think that if we provide a few tools, then we will have a right to say, "Now we want them used, and used effectively."

Senator CRANSTON. It seems to me we need a two-pronged approach, one educational to help those who dropped out to get guided toward more education, accompanied by job training. Would you agree?

Senator JAVITS. After job training we need job placement. As the Chair knows, we found that the greatest incentive to take job training effectively is the fact that there is a paying job at the end of the road. That is why I think the idea of positioning them where there is likely to be a paying job is critically important.

Senator CRANSTON. If we can move toward legislation that would cover education, job training and then locating a job to placement we would really have a program.

Senator JAVITS. There is no question about that, and I agree with the Chair that it should be presented as a package, perhaps even in an omnibus bill. I strongly recommend that to the Chair, the idea that we will sponsor a total instrument to achieve a given purpose.

Senator CRANSTON. Yes; I think that is probably the soundest approach.

Thank you very much, we appreciate your helpful testimony.

We will proceed with Dr. Paul Cooke, president, District of Columbia Teachers College.

Dr. Cooke is former national chairman of the American Veterans Committee.

STATEMENT OF DR. PAUL COOKE, PRESIDENT, DISTRICT OF COLUMBIA TEACHERS COLLEGE

Mr. COOKE. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, my name is Paul Phillips Cooke. I am offering testimony in behalf of the American Veterans Committee (AVC), in which I have held membership for more than 22 years. During this time I served as national chairman, 1963–65. I earn a living, however, as president of the District of Columbia Teachers College, Washington, D.C., and begin my 4th year in that capacity next month.

These several experiences—as a veteran of World War II, in fact as a veteran who uses and who benefits from the GI bill, as a veterans organization member, and as professor and president of a college enrolling and graduating veterans into teaching—these experiences and the established position of the American Veterans Committee have contributed to the development of this testimony.

I might add that we have had the benefit, too, of the advice and testimony of AVC members who serve with the Urban League.

The committee is considering several bills, all of which will be of service to the returning Vietnam veterans. AVC testimony is directed to these bills, and I might add, one or two other matters, and it seems to me, Mr. Chairman, that when you were saying in the discussion with Senator Javits, that these bills do constitute a package: education, counseling, and job training, and locating work for veterans.

The historic AVC position—"Citizens First, Veterans Second"—places citizens and veterans in perspective. Within the meaning of that creed we support the bills before the subcommittee. I attach an appendix of AVC principles, but I do not think it is necessary to read these into the record.

S. 2700, a bill to provide for outreach services, to assist recently discharged veterans in obtaining benefits and services and to provide employment and relocation for assistance for veterans, the AVC committee strongly endorses.

The American Veterans Committee is heartened at the enlightened and realistic approach inherent in S. 2700. The Congress recognizes the plight of thousands of educationally and economically disadvantaged veterans.

AVC welcomed the establishment of the U.S. veterans assistance centers in February and March of 1968, with their special charge from then President Johnson to provide one-stop service to veterans on all Federal benefits.

However, USVAC's did not or could not reach and/or provide the services so badly needed by the veteran population they were created to assist. At the outset problems attendant to those veterans who fall within the meaning of "educationally disadvantaged" could not be simply solved.

We in AVC are fully aware that educationally disadvantaged means also socially culturally and often as not politically disadvantaged. The meaning includes not only inadequate education but an almost total lack of relevant and marketable job skills.

It means an inability to successfully accomplish a job interview or properly fill out an employment application or to make a passing grade on the Federal service entrance examination.

Consequently, the result often is a return to that all too familiar wasteland of American ghettos. There the veteran is no longer thought of as "hard core disadvantaged," ineligible for most poverty-directed programs, yet not able to take advantage of GI benefits. He does not benefit because he either is unaware of the nature of such benefits or cannot afford them.

It seems ironical to say that a person cannot afford a benefit, but it is true.

Many disadvantaged veterans, understandably, become embittered, confused, disillusioned, and distrusting of a Government and a society that welcomes their service and sacrifice at a time of need, that exposes and involves him in unprecedented efforts to secure the social, economic, and political uplift of a foreign people, even at the pain of death or injury, yet fails to provide them a way up and out to meaningful economic stability in their time and in their country.

I believe S. 2700 is making steps to remedy these problems.

The community in which the disadvantaged veteran returns expects more from him as a result of his military experience. They do not understand that, lacking the knowledge and academic preparation for training and assignment in sophisticated military duties, the disadvantaged veteran has likely performed the whole of his military service as a rifleman or in other duties not requiring extensive training or preparatory skills.

He is a part of that audience subjected to the preachments of those so dissatisfied with our system of government that they endorse violence and revolution as avenues for change. Because of this candid recognition of the disadvantaged AVC eagerly welcomed and looked forward to the USVAC outreach services.

Staffing of these centers, particularly the failure to use target veteran groups, members, was unsatisfactory. The traditional Veteran's Administration approach to services, that is, "here we are, drop in to see us when you have time," is equally unsatisfactory.

From my own experience, Mr. Chairman, it was always necessary for me to seek out VA services. It is not to say I didn't get them. I have benefitted from them. My doctor's degree came from them, but it has always been necessary for the veterans to make vigorous efforts to get that to which they are entitled, and it seems to me the outreach program should place a heavier burden on the VA to reach the veteran, rather than the other way around.

Our wholehearted endorsement of S. 2700, a tribute to the distinguished Senators Cranston, Kennedy, Randolph, Schweiker, and Yarborough, stems from the provisions that make relevant the outreach service to veterans.

For example, the Veterans' Administration will seek out eligible veterans and provide them necessary assistance through VA contract personnel who themselves will be representative of the target group. Locating of veteran assistance centers in communities where large numbers of the disadvantaged veterans reside is an equally important change.

Some accomplishment toward that is already taking place in Washington, D.C., as you have already observed, Mr. Chairman, and we would make that national in its effect.

Provisions for records, maintenance, and personal followup of veterans is vital.

I turn now to S. 2668, and to the outreach services you have referred to.

It provides for additional educational training assistance for veterans and provides for a predischarge education program.

This bill is farseeing and far-reaching. The legislation aims to remove certain disabilities in the path of veterans who with this kind of service may benefit from assistance to attend college and earn a college education.

Many veterans with college potential—as my college describes the situation: veterans able to do college work but not immediately ready for college level work—for such veterans certain services are highly desirable; almost mandatory.

S. 2668 provides for assistance to an educational institution to offer training to remedy deficiencies of a veteran—"refresher courses, counseling, tutorial or remedial assistance, or some other form of special supplementary assistance * * *" These services are vital, and institutions of higher education must be aided to provide services that require additional staff, equipment, supplies, and space.

The veteran's entitlement to college schooling will not be reduced on account of his enrollment for the remedial and supplementary services. Such a provision is important if the overall goal of a college education is to be realized.

I might say we have already begun to provide these services for veterans in our own institution, but we need assistance, and this kind of Federal aid would be most helpful.

We have more than 100 veterans who now seek to enter this program, and we are screening to get those who promise the most effective learning to become teachers in elementary schools in the innercity, specifically Washington, D.C.

This bill also underwrites PREP, that is, a "predischarge educational program." This new subchapter makes it possible for a college or other institution of higher education, to provide education on the Armed Forces base for persons in the services, who have served a year and are within a year of discharge.

Men (and women) who lack the normal prerequisites for entering and succeeding in college may receive such education from the IHE while still in the service. Compensation for the Institution of Higher Education makes such worthwhile program possible.

Again the person in the Armed Services would not see his total entitlement to education benefits reduced by the predischarge educational program.

This Senate bill, sponsored by Senators Cranston, Kennedy, Randolph, Schweiker, and Yarborough, we support wholeheartedly.

Now, the question has arisen: 14 semester hours or 12 semester hours for a "full" veterans program.

The issue of what is a full college program of what is desirable to set as a maximum for college work during a semester, or its equivalent, arises. Fourteen semester hours is not a magic number. Twelve semesters hours is equally defensible.

In colleges as few as 9 semester hours may constitute a full program at which point a student pays full tuition. Twelve semester hours is the figure used by the U.S. Office of Education for computing full-time students for purposes of title VI–A of the Higher Education Act of 1965.

In my institution for purposes of assisting students on academic probation to improve their standing and get off probation, we consider 10 semester hours a full program.

Turning to the veteran, especially the veteran who must work to supplement his VA allotment—and that means most veterans, I conclude that many should not undertake 14 or more semester hours. I am speaking of this, Mr. Senator, because the VA requires 14 semester hours.

Many veterans are neither ready nor able to plunge into full programs or programs close to being "full" schedules. Twelve semester hours is much more reasonable.

Many veterans, many college students, many so-called disadvantaged persons are not to complete college in 4 years. Most of our students do not complete the work in 4 years. Four years and a summer, 4 years and an extra semester, 5 years—yes. But not four.

To discuss the 14 semester hours in light of eight semesters each of approximately 15 or 16 semester hours is not relevant to the period college students require. If we must consider the number of semester hours in light of the number of years of entitlement, then the Congress should increase the number of years of entitlement to five or six.

Twelve semester hours might easily be the minimum number of credits to entitle a veteran to his full VA allotment.

I note, Mr. Chairman, your own comments on adjusting the number of semester hours to what the institution requires. Such would be a substantial improvement, but nevertheless, if an institution requires too much, a veteran may still suffer if he is required to take up to 14 or 16 semester hours for his full allowance.

I think, again, that 12 semester hours is a reasonable figure for the committee to examine.

Now, let me speak to a larger allotment.

The House of Representatives has increased the allowance for the unmarried veteran from the basic $130 per month to $165 monthly. Allowances for other categories of veterans are correspondingly increased.

This is necessary for many, if not most veterans. The American Veterans Committee (AVC) urges the Senate to act similarly.

The present allowance—and likely under the increase—is not sufficient to permit most veterans to attend college without working. Most veterans supplement their allowance by additional work, and I have a footnote here indicated in my own institution that this new group of veterans will be able to supplement their VA allowance by earning money under the Federal work-study program, thus increasing their total monthly income to approximately $280.

The work they would perform would be in the community, in the school. It would be substantially a much more valuable experience to them in preparing to teach than serving as porters or in a drugstore, or some work of that kind.

But the point is that a veteran cannot make it off his VA allowance paying all his lodges, food, books, tuition, and so forth.

I return to the statement repeating that most veterans supplement their allowance with additional work. Often the additional work adversely affects their college study.

The American Veterans Committee respectfully urges the Senate Subcommittee on Veterans Affairs to give careful consideration to the increase of the allowance in all categories by a sum not less than 30 percent.

S. 1088, which provides for employment and relocation centers, is the bill which I would next like to address myself to.

This bill, sponsored by Senators Javits, Eagleton, Hughes, Murphy, Nelson, Randolph, and Schweiker, helps veterans to find jobs and to relocate. Good.

Veterans employment and relocation assistance centers, within the U.S. Employment Service, will compile and maintain available job opportunities, on-the-job and apprenticeship training opportunities, on a nationwide basis. Such steps will enhance and supplement other governmental efforts to assist the recently returned veteran to complete his adjustment.

I might observe, Mr. Chairman, our own experience with the veterans representative in the U.S. Employment Service in Washington, D.C.

It has been most salutary. His name is William Syphox. He has done a very effective job in steering veterans to jobs and toward us, and it seems to me the very thing that this bill S. 1088, seeks to do, would be strengthened if Congress were to pass this.

Our experience in this city with the veterans representative at the Employment Service has been very heartening.

Provisions for the local office of the Employment Service to contact eligible veterans and provide information concerning employment, training and relocation assistance is especially wisely conceived.

We are reviewing the provision rendering veterans ineligible for further assistance if they (1) have refused job training or apprenticeship offers without satisfactory reason or (2) have on three occasions refused offers of such jobs, training, or apprenticeship.

To close the door on any veteran is of doubtful value. As veterans, our memories have not dimmed on the periods of adjustment we experienced following service in the wars of our Nation. We recall all to vividly the uncertainty, confusion and feelings of disarrangement that attended many of our own post-military careers.

It is for these reasons that we ask the committee to look again at those provisions that would render ineligible any veteran for refusal to accept relocation to a place that to him might seem strange and foreboding.

Eligibility for assistance should remain open and available under all reasonable circumstances.

Mr. Chairman, that completes the statement on each of those separate matters. I have an appendix of our historic position that is available to the committee, but in summary, I would say that the committee is looking at a persuasive package that would improve educational opportunities for these veterans by providing remedial work and by helping them to get started even before they are discharged, and by making it possible for institutions of higher education to provide training that they might not ordinarily have done or might not have been able to afford.

The provisions to counsel veterans and to search out job opportunities, to inform them of them, and to help them to relocate by paying their expenses, just as we do in the Federal Government where manpower shortage is declared—this is good.

I ask you to take a look further at this matter of what is required for a full program. It is a stumbling block for certain veterans. I ask the committee to consider the increase in the VA allowance for veterans.

That concludes the testimony, Mr. Chairman. The American Veterans Committee is most appreciative of this opportunity to testify before your committee.

Senator CRANSTON. Thank you, and I am grateful to you for your thorough and constructive suggestions to the committee.

Your point that veterans can't afford at present to qualify for full-time benefits under prevailing circumstances is a good one and, as you say, an ironic one.

How helpful can the AVC be in helping reach veterans about the opportunities that we hope will exist under those laws?

Mr. COOKE. Well, AVC is making a better effort than it has done in the past. But I would be honest. I don't think AVC reaches as many of the disadvantaged veterans as they might.

I don't want to promise you that we could be effective in reaching them. I think we will do better in reaching them through the U.S. Employment Service, and make an effort directly to reach them through the centers where they have been discharged, or through any direct contact. I don't believe we have resources to do that, but this isn't to say that some efforts haven't been done.

We established a chapter in Jackson, Miss., and we have been representing quite a few veterans on VA claims, by authorized VA legal representatives under AVC. We have a pilot project in Westchester County, N.Y., to reach veterans. To establish a broad claim for being able to do more than we have been able to do already cannot be justified.

Senator **Cranston**. Thank you. I covered in my opening statement concerns on the increase in the GI bill allowances.

The special preparatory and supplementary programs which would be provided for in S. 2361 and S. 2668. I have considered these hearings, for this reason, to be a continuation of our hearings in June.

With the conclusion of those hearings today, I plan to move rapidly toward consideration of all 10 bills before the subcommittee.

I have several questions I would like to ask you regarding S. 2506 and S. 2668. As time permits, I will direct some of these questions to other witnesses who are here from universities and colleges and associations, and I would appreciate those of you here in that capacity to give thought to them as we run through them now.

On S. 2506 and amendment, how many veterans paying full-time tuition are taking less than 14 hours in your experience?

Mr. **Cooke**. A very small percentage. In other words, Mr. Chairman, they seek to meet that 14 hours in order to get the full entitlement, and they may not really be doing themselves justice by trying to carry the 14.

But in answer to your question, there is a small percentage who are less than 14, at my own institution.

Senator **Cranston**. How prevalent is switching from many hours in one semester, say 16 one semester and then 12, to average out to 14?

Mr. **Cooke**. As far as I know, it is not permissible. I would have to check that with my director of veterans affairs. But as far as I know, the requirement is 14, and there is no averaging.

Now, if a veteran does swing back and forth, and only a few of them do it that I know of, it means that he is getting less than his entitlement to a full allowance under 14, and he is getting maybe three-fourths of an allowance when he drops back. Most of them, I repeat, seek to get that full entitlement.

Senator **Cranston**. In regard to S. 2668, how much should it cost to provide good education programs per man per month in your basis?

Mr. **Cooke**. I would like to furnish the committee that.

Senator **Cranston**. Could you do that?

Mr. **Cooke**. Yes.

(The information referred to had not been supplied when this hearing record went to press.)

Mr. **Cooke**. We have sought money from one source and from a second source and from a third source, and put in some of our own money, and I would have to compute that, Mr. Chairman.

Senator **Cranston**. Do you believe that educational institutions should be expected to bear a share of the costs, and if so, how much, and should that be required in legislation?

Mr. COOKE. I think an institution of higher education should bear some of this cost.

Senator CRANSTON. What percentage would you think?

Mr. COOKE. Maybe one-fifth of it.

Senator CRANSTON. Do you think legislation should require that?

Mr. COOKE. No, I don't. I think at first the institutions ought to search out the maximum they can contribute. I believe they have an obligation to these veterans to make some contributions themselves.

Then, after some period of study and trial and effort, maybe some percentage might then be fixed, but at the outset I would not fix a rigid percentage and say that colleges contribute this much.

The institution should be expected to make its contribution.

Senator CRANSTON. What sort of courses do you think should be required or offered in PREP?

Mr. COOKE. I wouldn't say any should be required, but it seems to me the institution should examine the needs of the veterans to determine what they do need.

In our own institution, conclusions are that their ability to read must be improved, their ability to communicate both in speaking and writing must be improved.

Generally, the basic competence in mathematics is a question, to do general college mathematics, but to prescribe by congressional mandate any specific courses I do not conclude is reasonable.

I think the burden should be placed squarely on the institution to do those things and provide that thing that elevates the veteran to be successful in customary college work, although some college work must be changed. For example, their learning experiences can come from the community and the schools, rather than always in the college classroom and laboratory.

Nevertheless, I conclude, Mr. Chairman, that the burden should be placed on the college to determine that which is most helpful to the veteran.

Senator CRANSTON. What other supplementary programs should be included, do you think?

Mr. COOKE. The programs that remedy the ability to read, to compute the program that would lift some of them to a GED, that is, the equivalent of a high school diploma.

This may require something in the physical and social sciences. We have taken, this summer, with the National Science Foundation grant, a number of high school graduates and other people who are serving as teacher aides to provide what, to some extent, may be a remedial program that helps them to serve in the schools to assist science teachers.

What I am saying in effect is that something in physical science may be necessary and supplementary within the decision of the Institution of Higher Education.

But supplementary work inevitably means something in the area of communication, reading, writing and speaking, something in mathematics, something in physical science, and occasionally something in the social science.

Senator CRANSTON. With regard to counseling services should the VA carry it on, or should the educational institutions do it?

Mr. COOKE. I think it should be carried on by the educational institutions, by people who would have an understanding of the veteran's problems in college and the needs of the educational institution.

That is not to say that the military on the basis before discharge shouldn't provide counseling. I still recall when I was being discharged after World War II in Atlanta, Ga., that I first heard about the American Veterans Committee, and was counseled about various veterans organizations while still on the base.

It seems to me counseling on the base, counseling by outside VAC centers, counseling by USES centers, all of those are helpful, but when it comes to educational institutions, the responsibility is on them when the veteran has been enrolled.

Senator CRANSTON. The bill would provide PREP services for up to 12 months. Do you feel that is the right figure?

Mr. COOKE. I think 12 months, which includes a full fall, winter, spring, and a summer—12 months is a reasonable period of time for PREP.

We hope to raise our veterans, those who don't meet the normal requirements for admission, within a year.

Senator CRANSTON. I thank you very, very much for your helpful testimony.

Senator Tydings, the senior Senator from Maryland, has a statement for the record.

STATEMENT OF HON. JOSEPH D. TYDINGS, A U.S. SENATOR FROM THE STATE OF MARYLAND

Mr. Chairman, for 5 years as a citizen and Senator I have witnessed with anguish the pictures and press stories of our young men fighting in Vietnam. No citizen, no matter what his views upon the war, can help but admire the courage of our men and feel deeply about the sacrifices that they make for our country. Thus it is with eagerness and pleasure that I come before you today to speak strongly for S. 2668, S. 2700, and S. 2506, measures which will immensely help these young veterans continue or begin anew their education.

We must frankly face the fact that the most onerous and dangerous task of our youth—fighting—increasingly falls upon our most disadvantaged men. The very least we can do for those who have received the fewest benefits of our society as children, and then as young men some of its greatest burdens, is to help them readjust to civilian life and give them an extra hand in acquiring an education for a decent future.

I wholeheartedly endorse this approach of using the skills and resources of the Veterans' Administration in guiding the educationally deficient soldier and then veteran into our school system. As Senator Cranston has dramatically pointed out, the GI bill is now used by about one-third the number of high school dropout veterans compared with Korean war or World War II soldiers. It is clear that our present efforts are simply inadequate.

Expansion of the transition program of the Defense Department is long overdue. Certainly it makes good sense to approach soldiers before they are discharged to counsel them about their well-earned GI benefits. Hopefully the combination of the PREP program, for predischarge work, and expanded Outreach services of the Veterans' Administration will improve the present low use of GI bill educational benefits.

We are all aware, of course, that at the present time, the problem of unemployment of school dropouts is a critical one. During this conflict our civilian budget has been trimmed so sharply that we have been unable to meet our domestic obligations. This legislation is a happy combination of our military structure and our social needs—and I support it strongly.

Senator CRANSTON. Senator Tydings made a very interesting point which I would like to comment on briefly. He points out that most of the men fighting in front line combat in Vietnam are the most disadvantaged among the servicemen. This results surely not from any pernicious attitude on the part of the Department of Defense, but rather it is the natural product of the fact that these individuals have the least usable skills for other military occupations, other than simply going up to the front lines in combat.

This is one more reason why we have such a great obligation, I believe, to assist the disadvantaged veteran in making the most productive adjustment to civilian life. He has had the toughest time, he has taken the gravest risks, and I think our obligation is a particularly deep one to those who have found those circumstances confronting them in the Armed Forces.

I believe our next scheduled witness is not present, Mr. Joseph Cannon, so we will proceed to the next witness, Mr. Richard R. Bond, vice president, Illinois State University and dean of faculties, representing the American Association of State Colleges and Universities.

STATEMENT OF DR. RICHARD R. BOND, VICE PRESIDENT, ILLINOIS STATE UNIVERSITY AND DEAN OF FACULTIES, REPRESENTING AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

Senator CRANSTON. Dr. Bond, we appreciate your presence.

Mr. BOND. Mr. Chairman, and members of the committee:

My name is Richard Randolph Bond. I am vice president and dean of the faculties at Illinois State University in Bloomington-Normal, Ill., and am representing the American Association of State Colleges and Universities. AASCU consists of 262 institutions and 14 statewide systems of State colleges and universities located in 46 States, the District of Columbia, the island of Guam and the Virgin Islands.

Approximately 1.6 million students—or over one out of five college students in the United States—attend the type of institution represented by the association. The institutions are the fastest growing degree-granting institutions in the Nation, and are very attractive to veterans and other groups who are upwardly mobile.

It is of great personal concern to me and to the association that such a large number of Vietnam era veterans have not applied for any type of educational training upon their separation from the armed services.

Without burdening you with the statistics I am sure you have all heard before and will hear again concerning the numbers of veterans who return to school—I assume we are all here because we are concerned about the small number of veterans who continue their education—let me move directly into some of the reasons veterans are not seeking GI benefits under the current public laws.

I will first question the severity, though not the nature, of the problem as is apparent in the figures which you have and then limit myself to reasons for the problems which are not only apparent to me, but also to those which I think you and I can do something about: I question the severity of the problem for two reasons.

First, we are dealing with approximately 3 years experience with the Vietnam veterans compared to 12 with the earlier World War II veterans. If we were to compare our 3 years' results with the first 3 years of the GI bills, we must admit in all candor that the differences would not be as significant.

Secondly, an examination of statistics reveals that the actual percent of veterans going to college now is not too far different now than it was then. But our alarm or complacency—as the case may be—cannot simply rest on statistics. The problem—and I agree that it is a significant and alarming one—is one of human dimension. Very simply, that vast numbers of veterans not using the benefits available to them, particularly the high school dropout or the marginal high school graduate represents a sizable reservoir of national talent. The leadership we are experiencing today at all levels of national enterprise is due to a great extent to the World War II GI bill.

The leadership of tomorrow must similarly depend upon Vietnam veterans, especially in the black communities. As you know, a disproportionate number of blacks are now serving in Vietnam or have recently returned from there. These are black people who have moved away from the ghetto for a time and who have enjoyed broader experiences than their peers. To attract these black veterans and veterans of other disadvantaged groups to our institutions of higher education is a significant way to attack the most pressing social problem of our day.

But now let me turn to why veterans are not returning to school:

(1) Many of the veterans, a high number of whom are married, want immediate employment because of the need for income and a desire for the amenities they have missed.

(2) Many veterans, even though they may have taken the GED, are either not adequately prepared for college work or do not feel they are qualified.

(3) Non-high-school graduates are usually quite reluctant to return to finish high school work for a number of reasons which Senator Kennedy has so ably discussed. In fact, many school districts prohibit students of a certain age level from returning to high school.

(4) To receive GI benefits, a veteran seeking a high school diploma must take 4 nights a week of work, a rather demanding task.

(5) Industry offers a number of educational programs to prepare veterans for employment which are more attractive than educational opportunities. Salaries paid a veteran while in training are usually greater than the amount he would receive from the GI bill.

(6) A high percentage of Armed Forces personnel are not highly motivated toward education. On the one hand, our Selective Service System with its great number of deferments allows the more highly motivated individuals to complete their education before induction. On the other, many of those drafted just do not want to go to school. They did not see the advantages of education before the service, and

they may not afterward, at least not unless special methods are devised to motivate them.

(7) Many veterans simply do not know what possibilities are open to them.

As a result of these reasons and others, Vietnam era veterans discharged from the service frequently find two alternatives more desirable than educational training under the GI bill: (1) they can reenlist, or (2) they can seek employment which will bring much more money and may be more obviously geared to their immediate needs and desires at the time of their discharge yet will be inadequate for their advancement and to the even more advanced state of our economy and technology in the last two decades of this century.

Both of these alternatives are more lucrative, of course, than the GI bill.

The most obvious solution to these problems, of course, is to increase benefits for GI's, for which I would make an urgent plea. The current financial allowance when compared to the World War II figures is far from being equal.

Comparatively, it would be necessary to increase the current allowance at least $100 per month to make up for increased costs in the intervening quarter century. The fact is that for many veterans the current benefits, which amount to approximately $185 per month for a family of four, out of which all expenses, both living and academic, must be paid, are simply not adequate.

And, of course, these benefits are especially discouraging to the married veterans who are most in need of greater financial help and who also make up the largest number of our veterans. It is one of the most common complaints of financial aids officers on our university and college campuses that GI benefits for married veterans are neither adequate nor equitable.

I would urge a dramatic increase in these benefits, paid directly to the veteran as the Senate itself so wisely moved in the Korean GI bill.

Even though cash benefits may not be directly increased sufficiently to offer much of a solution, other provisions such as that offered in Senator Cranston's amendment to Senate bill 2506 can in effect make it financially much more feasible for a veteran to return to school. We quite frequently find that veterans are penalized under the current bill because of their inability, for one reason or another, to take at least 14 semester hours of credit.

For instance, it is not uncommon for a veteran to limit himself to 10 hours or 12 either because that load is full-time in his particular institution, or because of part-time work requirements, advice from his academic counselors, program restrictions, or other reasons.

Under the current law, even though he may be paying full-time tuition and performing what is for him a full-time task, and may be considered to be a full-time student by his college, he receives only part-time benefits.

I would urge that the yardstick to be used be what the institution considers to be a full-time load with a maximum of 12 hours.

Of equal importance are some of the nonfinancial handicaps. I am sure that a large number of veterans avoid higher education because of an insecurity about their intellectual capabilities.

Unquestionably, many of these people with the advantage of greater experience, maturity, and motivation would find themselves much more capable academically than when they went into the service, that is, if they can only be enticed to give education another try.

The PREP portion of Senator Cranston's bill 2668 is the best idea I have encountered for enabling a veteran to prove himself to himself without great personal risk. Almost all of our domestic military bases are close enough to institutions of higher education that veterans could take advantage of this program. I would anticipate that the PREP program, if enacted, will result in a substantial increase in the number of veterans continuing their education.

Although I think both the bills before you which I have mentioned will help the educational situation for our veterans in this country, the bill about which I am most excited is S. 2700, which provides for a veteran's outreach services program.

Without question, I think, the greatest social problem of our time is that which we call variously the "urban problem," the problem of "the inner city," the problem of the "disadvantaged" or whatever.

No matter what label you prefer, the problem is evident and solutions to the problem are most difficult. However, I feel that several universities in this country have made great progress in the past several years toward potential solutions to this problem. It has now been substantiated, for instance, that many of the so-called disadvantaged youngsters we have always given up on in the past can be reached, can be brought into institutions of higher education, and can succeed there. And these are youngsters who have failed before.

My own university has a program such as this which it calls its "High Potential Student Program," which, I understand, is considered by the OEO who helps fund it as one of the best in the Midwest. We have discovered in our own program that by directly recruiting in areas of high concentration of disadvantaged students, by providing special tutorial, advisement, and counseling services and a great deal of understanding and encouragement we can assist a surprisingly high percentage of disadvantaged students, the so-called high risk students, to succeed. And my university is not alone. Similar programs are cropping up all over the United States, and in our own region institutions which do not as yet have such programs are contacting us almost on a weekly basis for advice and help in starting their own.

My point here is that it seems obvious to me that the veterans we are not now reaching are to a large extent, similar educationally disadvantaged persons, yet are ones who graduated from high school or dropped out before some of these new programs were begun. The potential here, I think is substantial. Senate bill 2668 in its first part gives Federal encouragement and legitimacy to the roles that universities are playing in developing roles which I have described. Through the outreach program, Senator Cranston's bill, S. 2470, would establish a means for better disseminating information on educational possibilities for veterans by setting up centers in the ghetto areas, where the action is, while the universities are using what they have learned in their recent programs for disadvantaged students to establish similar programs for veterans.

In the case of my own university and the universities and colleges I represent the establishment of such a program would be quite simple.

We already have provisions for relaxing the admissions requirements for veterans, and our high potential student program is flexible enough to adapt to anyone. In fact, it seems clear to those of us involved in the program that the addition of residents of the inner city who have had experiences away from the city through service in the military and who have a little more maturity than our typical students would be quite a valuable addition to our program.

Much of the success of our program is based on our ability to find students, usually older ones, who can relate to other students and consequently help them with their problems.

For instance, we systematically use older students from similar environments both to tutor and to counsel their younger brothers and sisters.

In fact, one of our greatest problems is finding enough older students from the inner cities to serve in these capacities as our program doubles in size each year. The inclusion of a number of veterans in this program would help solve one of our more difficult problems and would in turn give the veterans a great sense of worth and accomplishment.

We have also learned through our new programs that frequently a student learns best through teaching a fellow student, a fact which could be used to great advantage by involving veterans in our existing programs.

Finally, if we are to move meaningfully toward a solution of our problem, legislation is badly needed to induce educational institutions at both the high school and college levels (repeat—both high school and college levels, since a significant challenge is the high school dropout) to induce, I say, these institutions to develop experimental programs geared toward the rapid education of adults. Successful programs so developed here would have the added advantage of enticing other institutions, including even industrial concerns, into trying their hands at accelerated adult education. Both Senate bills 2361 and 2668 move in this direction.

Before I close let me admit that I realize this is not entirely a problem of the Government; the educational institutions of this country must accept part of the responsibility. I am confident, however, that our universities, especially those such as are represented by the American Association of State College and Universities, are willing and prepared to accommodate far greater numbers of returning veterans and can do a great service to our society by providing them with higher education.

The bills currently under consideration by your subcommittee, although they do not increase the financial benefits nearly enough, do make some significant and badly needed improvements in the GI bill. I strongly urge and recommend that you give them your favorable consideration and that you encourage further legislation along the lines which I have suggested.

Thank you very much.

Senator Cranston. Thank you very, very much. I am delighted that the pending bills make sense to you, and I appreciate your giving us your thoughts.

On the college preparatory courses, is it your feeling that the change in S. 2668 making available in other than a secondary school, special deficiency and remedial courses for disadvantaged veterans, provides enough flexibility for these programs on campus?

Mr. BOND. Yes.

Senator CRANSTON. Will the provision be enough to provide the costs of those courses? It is $130 a student.

Mr. BOND. This is directed to the veteran?

Senator CRANSTON. Yes; the regular GI bill allowance.

Mr. BOND. The allowance to the institution for the development of these programs in itself will require some institutional subsidy. It does not meet the usual cost per student in the State of Illinois for development of programs such as this.

I am not sure whether you are talking about that, Mr. Senator, or whether you are talking about the actual benefits to the veteran himself.

Senator CRANSTON. The GI bill provides that he get a certain allowance, and then he has to pay himself for the services. Do you feel there is adequate coverage now?

Mr. BOND. No. As I think I mentioned in my testimony, I think this allowance should be greater.

The change in the mode of payment, to the Korean bill, as opposed to World War II, where it goes to the individual and he, in turn, pays the school.

Senator CRANSTON. During the college special supplementary assistance program, should any ceiling on direct payment to the school for the supplementary assistance be provided in the bill?

Mr. BOND. I am not sure I can answer that, Mr. Senator.

Senator CRANSTON. Will you check that out?

Mr. BOND. I will.

(The information subsequently supplied by Mr. Bond follows:)

LIMITATION OF DIRECT PAYMENT TO SCHOOL

Yes: there should be a limit, perhaps similar to the limit proposed for PREP, which should be based upon average costs of such programs in institutions already providing them. Institutions should not be provided a blank check, but the allowance should be enough to cover reasonable expenses.

Senator CRANSTON. This would be something you would have to supply, also. How expensive might this assistance be to provide per month for disadvantaged veterans?

Regarding the minimum required credit hours for full-time educational assistance allowance, how helpful do you feel this would be for veterans?

Mr. BOND. It would seem this would not be so helpful to the veterans as it is for the administration of the program. It provides an equitable measuring stick to the amount of time the veteran would be spending in a given remedial program.

Senator CRANSTON. In your experience, how many veterans have to take non-credit courses and then fall below credit hours?

Mr. BOND. I think in some of the community colleges, this might rise to a significant figure, and I think these non-credit courses, particularly if they are necessary in the judgment of the counselors at the university, should count as part of the minimum semester hours required for the veteran to have full-time benefits.

Senator Cranston. Regarding S. 2506 and amendments, how many veterans paying full-time tuition are taking less than 14 hours at your institution?

Mr. Bond. Virtually all of those who would be—well, let me divide that into several categories.

In our institution, it is not called tuition. These are fees, and indeed in the California system, it is not tuition, and cannot be measured on that.

We start charging full fees if the student is taking more than 7 hours, so that any student who is taking more than 7, even though he is taking less than enough to qualify for full veterans benefits would be considered by us to be a full-time student in terms of our fee charge structure.

Senator Cranston. Do you find many veterans jumping around from 16 to 12 hours, to average 14 hours?

Mr. Bond. My reaction is the same as Dr. Cooke's, that this is rarely permitted. I would have to check the figures, but my guess is that not very many do that.

Senator Cranston. Thank you very much.

Our next witness is Terrell M. Wertz, assistant director, National Legislative Commission, American Legion, introducing Bernard A. Nolan, assistant director, National Rehabilitation Commission, and Austin E. Kerby, director, National Economic Commission.

STATEMENTS OF TERRELL M. WERTZ, ASSISTANT DIRECTOR, NATIONAL LEGISLATIVE COMMISSION, AMERICAN LEGION; BERNARD A. NOLAN, ASSISTANT DIRECTOR, NATIONAL REHABILITATION COMMISSION; AND AUSTIN E. KERBY, DIRECTOR, NATIONAL ECONOMIC COMMISSION

Mr. Wertz. Good morning, Senator Cranston.

Senator Cranston. Good morning.

Mr. Wertz. Mr. Chairman, and members of the subcommittee, the American Legion appreciates and welcomes the opportunity to appear and express its views on the legislative matters now under consideration by your subcommittee, in which we are most interested.

This morning, I would like to introduce two witnesses who will speak on behalf of the legislative matters in which we are most interested. Bernard A. Nolan is the assistant director of our National Rehabilitation Commission, and will speak on the bills that you have under consideration, S. 2506, 2668, and 2700.

Austin Kerby is the director of our National Economic Commission, will speak on behalf of the legislative proposals under S. 1088.

We are submitting prepared statements of Mr. Nolan and Mr. Kerby which we request to be made part of the record.

(The prepared statements referred to follow:)

Prepared Statement of B. A. Nolan, Assistant Director, National Rehabilitation Commission, the American Legion

Mr. Chairman and Members of the Subcommittee:

Thank you for providing The American Legion this opportunity to appear before this Subcommittee to express its views on the several bills now under consideration. Again, may I express the appreciation of the organization for the Chairman's attention to the problems confronting our new generation of veterans.

With your permission, Mr. Chairman, I will address my remarks to those bills that lie within the jurisdiction of the National Rehabilitation Commission of The American Legion.

"*S. 2506*, as amended—a bill to reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under the educational assistance provisions of 38 U.S.C., chapter 34."

As amended by the proposed language of S. 2506, section 1684(a)(3) would provide that an institutional undergraduate course offered by a college or university on a quarter or semester hour basis for which credit is granted toward a standard college degree shall be considered a full-time course when a minimum of 14 semester hours or its equivalent is required; except that where such college or university certifies, upon the request of the Administrator, that full-time tuition is charged to all undergraduate students carrying a minimum of less than 14 semester hours or its equivalent, then such certified minimum shall be considered a full-time course.

Under the existing provisions of this section, an eligible veteran must take a minimum of 14 semester hours or its equivalent to qualify for a full-time allowance while enrolled in an undergraduate college or university course. Under the more generous provisions of the original GI Bill, PL 78–346, as amended, a full-time course during the regular school year consisted of 12 or more standard semester hours of credit for a semester, or their equivalent in such terms as quarter hours, term hours, majors, or courses.

Public Law 550 of the 82nd Congress, the Korean GI Bill, increased the full-time criteria by providing that an institutional undergraduate course offered by a college or university on a quarter or semester hour basis for which credit is granted toward a standard college degree shall be considered a full-time course when a minimum of 14 semester hours or its equivalent is required. The same course measurement prevails today.

Considering the many significant changes in our educational system in institutions of higher learning since the enactment of the original GI Bill in June 1944, it is not surprising to find that the 14 semester hour minimum measurement imposed by the Korean and Cold War GI Bills is no longer in consonance with the undergraduate course requirements of many colleges and universities.

As an illustration, some California colleges and universities recently changed to the quarter system, and the change of units to courses (a course equals 4 units) requires an undergraduate student to take either 12 or 16 units rather than the 14 set forth under the present provisions of section 1684(a)(3) of title 38, United States Code. Under the system adopted by these colleges and universities, 12 units are considered a minimum academic full-time load for all purposes, including Selective Service.

According to the present provisions of paragraph (3) of subsection (a) of section 1684 of title 38, the Veterans Administration measures 12 units as a three-quarter time course for the purpose of computing educational assistance payments.

Although the VA did not approve the California 12-unit system for full-time training, we learn that other schools that went on the quarter system received approval for full-time subsistence. One of these is Pennsylvania State University. At Pennsylvania State, the credit system revolves around a minute basis. Here the new quarter course runs for 10 weeks, but each class period runs for 75 minutes. Under this system, the student must take 10 units to achieve the 75-minute minimum required by the Veterans Administration (14 semester hours with a class period of 50 minutes).

Transition from the Armed Forces to the civilian community is not an easy one. Because of absence from the academic world for two years or longer, it is increasingly difficult for those who have served in the Armed Forces to meet the full-time course measurement standards of section 1684(a)(3).

An interruption of the individual's academic pursuits, as a result of service in the Armed Forces, has a marked effect, in many instances, on his ability to meet academic standards in a college or university for a full-time institutional graduate course in a college or university requiring a minimum of 14 semester hours or its equivalent.

Because of the variations in the full-time requirements of colleges and universities throughout the several States and territories of the United States, we urge enactment of S. 2506, as amended.

7

In this connection, too, Mr. Chairman, we would direct your attention to section 1684(a)(2) of this title, which states that an instituional course offered on a clock-hour basis below the college level in which theoretical or classroom instruction predominates, shall be considered a full-time course when a minimum of 25 hours per week net of instruction (which may include customary intervals not to exceed 10 minutes between hours of instruction) is required.

This clock-hour measurement presents a problem to those veterans who want to pursue a high school education on a full- or part-time basis. As you know, the educational assistance allowance must be supplemented by other income—income from either full- or part-time employment. To add incentive for greater participation in the educational assistance program at the high school level, we suggest that the course measurement for those pursuing an education at the secondary level be amended so as to provide that the full-time course shall consist of 16 Carnegie units.

"*S. 2668*—a bill to amend 38 USC, chapter 34, to provide additional education and training assistance to veterans, and to provide for a pre-discharge education program."

If enacted, the provisions of this bill would enrich the educational benefits available to not only veterans but those who are on active duty. The purpose of these amendments appears to be the motivation of the educationally disadvantaged to pursue a program of education or training, remedial and other forms of assistance to overcome a deficiency in education or training of a veteran enrolled in and pursuing a course of education or training at an educational institution and who needs such supplementary or remedial assistance to successfully pursue such program. Cost of the special assistance shall be borne by the Administrator of Veterans Affairs, and payment made by him to the educational institutions concerned. Amounts paid by the Administrator for this special assistance shall be without charge to any period of entitlement that the veteran may have earned by his period of active duty.

Special training for the educationally disadvantaged at the secondary school level is presently provided for in section 1678 without loss of earned entitlement. In addition, these veterans may also take refresher or deficiency courses.

The Veterans Administration reported in May 1969 that 1.3 percent of those in training were attending high school as of April 30, 1969. A reason for this low utilization of this benefit by those who have less than a high school education could be that a high school environment is not attractive to a veteran in his early or mid twenties.

Broadening the provisions of section 1678 as proposed in this amendment would, we believe, stimulate many colleges and universities to offer special college preparatory courses—courses that a young veteran could attend without embarrassment or a sense of awkwardness, and with the assurance that special assistance programs were available without cost to him should it develop that he had an educational deficiency that need be overcome.

Section 2 would amend the course measurement criteria of section 1684 by adding the provision that a veteran would be considered to be pursuing a full-time course at a junior college, college, or university even though he is carrying only half or somewhat more of the normal credit hours considered to be full-time study when, at the same time, he is carrying noncredit courses required to overcome an academic deficiency to permit pursuit of his educational objective. This provision does not lessen the 14 semester hour requirement of the existing section 1684(a)(3). As a matter of legislative expedience, it may be desirable to combine the language of S. 2506 with that of section 2 of this bill. The provisions of section 2 are a necessary adjunct to the purpose of section 1 if the educationally disadvantaged or academically deficient veterans are to be encouraged to enter and pursue education or training.

Section 3 would create an entirely new program of educational assistance—a Predischarge Educational Program. Essentially it's aimed at education and training assistance to those Armed Forces personnel who have completed not less than one full year of active duty and who have 12 months or less to serve before the expected discharge date. Authority is given the Veterans Administration to pay up to $150 monthly for any course of education or training, and such payments shall be made direct to the educational institution furnishing such course. The education or training assistance authorized by this amendment for the predischarge veteran would not be charged against the period of eligibility earned by reason of his active duty.

An important feature of the new subchapter V is that it directs the Administrator of Veterans Affairs to arrange for and coordinate educational and vocational assistance and job placement assistance for those eligible for Predischarge Education Program.

Mr. Chairman, we believe that the provisions of this bill, if enacted, would provide specific remedies to those problems that face the educationally or academically deficient veterans when they make the transition to the civil community. We urge its enactment.

"*S. 2700*—a bill to amend chapter 3 of title 38, United States Code, so as to provide for a veterans outreach service program in the Veterans Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment."

As you know, Mr. Chairman, the concept of Veterans Assistance Centers was promulgated in President Johnson's message of January 30, 1968 on veterans affairs. In this message, he was concerned with the fact that many veterans were unaware of the benefits and services available to them because of their service in the Armed Forces. It was his thought that the one-stop center was the answer. This concept was carried out initially in the first 20 Centers established. The additional 51 created later was, at most, the redesignation of a Regional Office contact office as a Veterans Assistance Center. From their establishment, The American Legion has cooperated with the Veterans Administration in its outreach effort through these Veterans Assistance Centers.

With your permission, Mr. Chairman, I ask that our Rehabilitation Bulletin of March 21, 1968 be made a part of the record.

We support the purpose of S. 2700—to provide statutory authority for these Centers, to define their mission, specify the service to be given, and to direct their coordination with other agencies. We suggest that such Centers be established in each Standard Metropolitan Statistical Area. Although the definition of these Centers stresses the current veterans needs, we hope that this mission does not overlook the needs of the older veterans and their dependents and survivors.

Again, thank you for this opportunity to testify on the three bills under the jurisdiction of my Commission.

PREPARED STATEMENT OF AUSTIN E. KERBY, DIRECTOR, NATIONAL ECONOMIC COMMISSION, THE AMERICAN LEGION

Mr. Chairman and members of the Subcommittee:

At the outset, Mr. Chairman, on behalf of The American Legion I would like to take this opportunity to express appreciation for your devoted interest in the welfare of war veterans, especially your interest in their employment needs. Senator Javits, and other co-sponsors of S. 1088 are to be highly commended for introducing this bill to provide employment and relocation assistance for veterans.

While The American Legion would certainly favor S. 1088 or any similar legislation to assist veterans seeking meaningful employment, apprenticeship training or on-the-job training, we note this "special" employment and relocation assistance is available only to veterans who are eligible for education and training benefits under Chapter 34, Title 38, U.S. Code, and who are discharged on or after the effective date of the enactment of the legislation.

We have certain reservations in connection with S. 1088 which are threefold. First, The American Legion has traditionally favored comparable benefits for all war veterans. As an example, when the Legion sponsored and supported legislation, later known as the Veterans' Preference Act of 1944, to provide preference in Federal employment for World War II veterans, we also included the same preference for World War I veterans who were veterans of a war 25 years earlier. The American Legion also opposed the special bonus for World War I veterans which would have in effect discriminated against groups of war veterans.

The American Legion has consistently supported legislation benefiting veterans of the Vietnam Era. For instance, we supported the Veterans' Readjustment Benefits Act of 1966, as well as the Veterans' Pension and Readjustment Assistance Act of 1967. These laws, of course, primarily concerned the extension of benefits to Vietnam Era veterans equal or similar to those granted to veterans of earlier wars.

The third generation "GI Bill" of 1966, referred to above, and supported by The American Legion, among other things conferred job counseling and job placement services upon Vietnam Era veterans. It will continue to be The American Legion's aim to attempt to assist Vietnam Era veterans and all other war veterans in obtaining employment. However, The American Legion does not submit that Vietnam Era veterans should be given any special service or preference over other war veterans in obtaining employment, on-the-job training or apprenticeship training.

Such preference as S. 1088 would provide could well be considered as discriminatory against World War II and Korean Conflict veterans, as well as Vietnam Era veterans discharged before the Bill's passage. The average age of the Vietnam Era veteran at time of separation from the Armed Forces is 23 years, and about 80 percent of this group have finished high school and would have no great difficulty in being placed in employed. The average age of the Korean Conflict veteran is 40 years and the World War II veteran about 50 years. According to the Department of Labor, the great majority of the some one-half million veterans registered at the State Employment Offices are World War II and Korean Conflict veterans, many of whom are older workers, and more difficult to place in gainful employment, because of obsolete skills. On the other hand, the young returning Vietnam Era veteran is one of the most sought after workers in the labor force. He has youth and other employment potentials and is the "cream of the crop" in the labor force. Therefore, it does not appear likely that those future discharged Vietnam Era veterans who do not go to school or take training under the GI Bill, will need special employment and relocation assistance over and above that given to World War II and Korean Conflict veterans, who obviously would require training and relocation assistance for more than would the younger group.

Secondly, The American Legion believes that unless the proposed legislation has "teeth" it might well be administered as another anti-poverty program by the Department of Labor. In other words, it would be so much "lip service" insofar as veterans are concerned, as has been The American Legion's experience with respect to other employment programs administered by the Department.

As an example, on August 14, 1967, the President instructed the Secretary of Labor, in cooperation with the Secretary of Defense, to provide individual and personalized employment assistance to all returning Vietnam Era veterans. The Department of Labor accepted the assignment, apparently in good faith, and passed it along to the State Employment Agencies with no additional funds or personnel, but with the tremendous responsibility of seeking out all recently discharged veterans to counsel them individually concerning their employment problems and job training needs. Several states requested, but were denied, additional funds and personnel to properly administer the program. Yet while this personalized employment service to veterans, as requested by the President, was being denied, a substantial number of State Employment Service employees were assigned the specific responsibility of assisting certain economically disadvantaged individuals, a group which includes very few veterans.

The American Legion understands the need for employment programs to assist the economically disadvantaged and, to a large degree, we support them. However, The American Legion is opposed to any individual or group of individuals receiving employment counseling and job placement preference in the State Employment Service over and above the war veterans who is entitled to receive preference by law.

Thirdly, The American Legion is fearful that the Department of Labor would set up a special class of veterans, the disadvantaged, by administrative action and turn the proposed legislation into another anti-poverty program. Even though this proposed legislation is not specifically limited to assisting disadvantaged returning Vietnam Era veterans, we are concerned that the Department of Labor might turn it toward that direction administratively, exactly the same way the Department has administered the Manpower Development and Training Act of 1962. When Congress was considering the 1962 Act, which was favored by The American Legion, it was our understanding that the program was not conceived as primarily for the disadvantaged. However, the Department of Labor now requires the local public employment offices to reserve 65 percent of MDTA job training openings for "disadvantaged" applicants, which excludes most veterans. By virtue of Resolution No. 547 of our 1968 National Convention we have urged the Department of Labor to rescind this requirement and permit full consideration of any veteran for MDTA training openings, regardless of the veteran's economic status. To date, no action has been taken by the Department of Labor.

The American Legion does not believe that any group of veterans should be singled out for super job training preference over other war veterans; nor do

we, in view of past experiences with the Department of Labor, believe that the proposed legislation without amendments would be any more than mere "lip service" for the veteran who is not disadvantaged.

In conclusion, Mr. Chairman, as we view this proposed legislation there is but one way for the proposal to be meaningful and effective, if enacted. The special service provided for veterans in S. 1088 should clearly be available for all veterans including those of World War II and Korean Conflict. In addition, funds for the administration of the Act and all other costs, including relocation benefits, should not be passed along to the states to be absorbed as a part of their state grants from the Unemployment Trust Fund. All program costs should be appropriated out of general revenue funds and specifically "earmarked" for the "Veterans' Employment and Relocation Act," and if the appropriated funds are not expended for the designated purpose, that remaining funds be returned to the United States Treasury.

Again, I thank you for this opportunity to express the views of The American Legion on this proposed legislation and for your interest in the employment and training needs of future discharged Vietnam Era veterans.

I would like first to ask Mr. Nolan, the assistant director of our Rehabilitation Commission, to make his remarks.

Mr. NOLAN. Thank you.

Mr. Chairman, you have our prepared statement before you. I know you have a number of witnesses to follow me, and with your permission, I will read a summary of our prepared statement.

We thank you for the opportunity to express the views of The American Legion on those proposals under consideration in which our organization has an interest. My testimony will cover our position on S. 2506, S. 2668 and S. 2700.

Mr. Chairman, we support the enactment of S. 2506 as amended—a bill to reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34, title 38, United States Code.

Under current law an institutional undergraduate course offered by a university or college on a quarter or semester hours basis for which credit is granted toward a standard college degree shall be considered a fulltime course when a minimum of 14 hours or its equivalent is required.

S. 2506 provides for an exception to the 14 semester hour requirement where a college or university certifies upon request of the administrator that fulltime tuition is charged to all undergraduate students carrying a minimum of less than 14 semester hours or its equivalent.

Many veterans, because their academic pursuits were interrupted by military service, cannot qualify for a 14-semester hour course. Since many institutions of higher learning do provide full-time courses requiring less than 14 semester hours or its equivalent, for which they can qualify and for which full tuition is payable, we support the enactment of S. 2506.

In this connection, Mr. Chairman, the subcommittee may want to consider amending the present course requirements measurement criteria for a high school diploma or its equivalent. For fulltime attendance the law requires 25 clock hours net instruction.

We believe that high school course measurement should be based on the standard 16 credits. We suggest that the clock hour measurement defeats the purpose of 38 United States Code 1678. The provisions of this section were designed to give high school dropouts the chance to acquire higher education or vocational education training without loss of earned educational entitlement. If the high school course measurement were shifted to credits, many would be motivated to return to high school night classes and the veteran would thereby have increased opportunity to take part- or full-time employment.

S. 2668 would amend title 38, United States Code, chapter 34, to provide additional education and training assistance to veterans and would provide for a predischarge education program.

First, this measure would amend section 1678, title 38, to provide for educational assistance allowances for college preparatory refresher or academic deficiency courses in other than secondary schools. Cost of this special assistance shall be borne by the Administrator of Veterans' Affairs and payment made by him to the educational institution concerned.

Also, amounts paid by the Administrator shall be without charge to any period of entitlement the veteran may have earned by his period of active duty.

Though special training for the educationally disadvantaged at the secondary school level is presently provided for in section 1678, title 38, United States Code, the Veterans' Administration reported in May 1969 that only 1.3 percent of those in training were attending high school as of April 30, 1969.

A reason for low utilization of this benefit may be that a high school environment is not attractive to a veteran in his early twenties or mid-twenties.

Broadening of the provisions of section 1678 as proposed in this amendment would, we believe, stimulate many colleges and universities to offer special college preparatory courses—courses that a young veteran could attend without embarrassment or a sense of awkwardness and with the assurance that special assistance programs are available without cost to him should it develop that he had an educational deficiency that need to overcome.

Section 2 would amend the course measurement criteria of section 1684 by adding the provision that a veteran would be considered to be pursuing a full-time course at a junior college, college, or university even though he is carrying half or somewhat more of the normal credit hours considered to be full-time study when, at the same time, he is carrying noncredit courses required to overcome an academic deficiency.

We support this amendment. However, we would invite attention to the fact that this provision does not lessen the 14-semester-hour requirement of section 1684(a)(3). As a matter of legislative expedience, it may be desirable to combine the language of S. 2506 with that of section 2 of this bill.

Section 3 would create an entirely new program of educational assistance—a predischarge educational program. Essentially, it is aimed at education and training assistance to those Armed Forces personnel who have completed not less than 1 full year of active duty and who have 12 months or less to serve before the expected discharge date. Authority is given the Veterans' Administration to pay up to $150 monthly for any course of education or training, and such payments shall be made direct to the educational institution furnishing such course.

The education or training assistance authorized by this amendment for the predischarge veteran would not be charged against the period of eligibility earned by reason of his active duty.

An important feature of the new subchapter V is that it directs the Administrator of Veterans' Affairs to arrange for and coordinate educational and vocational assistance and job placement assistance for those eligible for predischarge education programs.

Mr. Chairman, we believe that the provisions of this bill, if enacted, would provide specific remedies to those problems that face the educationally or academically deficient veterans when they make the transition to the civil community. We urge its enactment.

S. 2700 would amend chapter 3, title 38 United States Code, so as to provide for a veterans Outreach service program in the Veterans' Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled. We support this measure, Mr. Chairman, to provide statutory authority for the veterans assistance centers, to define their mission, specify the service to be given, and to direct their coordination with other agencies.

Again, thank you for the opportunity to testify on the three bills under jurisdiction of my Commission.

Now, I will ask Mr. Kerby to comment.

Senator HUGHES (presiding). Mr. Kerby.

Mr. KERBY. Mr. Chairman, it is a pleasure to be here, and to express the position of the American Legion on S. 1088. We will limit our testimony in view of our prepared statement.

At the outset, Mr. Chairman, on behalf of the American Legion, I would like to take this opportunity to express appreciation for your devoted interest in the welfare of war veterans, especially your interest in their employment needs.

Senator Javits, and other cosponsors of S. 1088 are to be highly commended for introducing this bill to provide employment and relocation assistance for veterans.

While the American Legion would certainly favor S. 1088 or any similar legislation to assist veterans seeking meaningful employment, apprenticeship training or on-the-job training, we note this "special" employment and relocation assistance is available only to veterans who are eligible for education and training benefits under chapter 34, title 38, United States Code, and who are discharged on or after the effective date of the enactment of the legislation.

We have certain reservations in connection with S. 1088 which are threefold. First, the American Legion has traditionally favored comparable benefits for all war veterans. As an example, when the Legion sponsored and supported legislation, later known as the Veterans' Preference Act of 1944, to provide preference in Federal employment for World War II veterans, we also included the same preference for World War I veterans who were veterans of a war 25 years earlier. The American Legion also opposed the special bonus for World War I veterans which would have in effect discriminated against groups of war veterans.

The legislation, what it would do, it would give the veteran discharged the effective date of the legislation if enacted, preference over a veteran discharged earlier. Likewise, in the area of employment throughout the States, there are approximately one-half million veterans on the employment rolls. The great majority of which are World War II and Korean veterans.

The World War II veteran is now 50. The Korean veteran is approximately 40, and the Vietnam veteran is roughly 23.

The older veteran has more difficulty in obtaining employment because his skills have become obsolete many times, and he needs retraining. Therefore, we do not feel that one group should have special consideration over and above the man who may need it just as bad or more so.

Secondly, we feel, in our experience with the Department of Labor, that sometimes they take a program, such as in August of 1967, when the President said then that returning Vietnam veterans would receive special counseling consideration at the local employment offices.

The Department of Labor accepted the assignment in good faith, and passed it along to the State Employment agencies but they did not give one penny to the State to administer the program.

They said, "Here is the program, you administer it."

However, on the other hand, and at the same time, many other programs were passed along to the State agencies, some for the disadvantaged which took priority over the veterans program. We feel that veterans should have first preference in the local employment office, as was set forth in the law, that they shall receive the maximum of job opportunity in the local offices.

However, while the President gave them this assignment, at the same time they put additional people in these other programs, but did not assign one person to this particular program. They had to absorb it by other personnel.

Thirdly, this bill could create a special class of veteran—it could create, I should say, another antipoverty program within the Labor Department itself by administrative action.

The reason I say that is that I look at the MDTA of 1962. The American Legion supported the Manpower Development and Training Act at that time. It was not expressed in the legislation that there would be any select people that would receive this training.

However, the Department of Labor set up certain stipulations that requires the local public employment offices to reserve to 65 percent of MDTA job training openings for disadvantaged applicants. The veteran is unable to qualify under that criteria, and yet he needs training in many instances.

The law does not say that it shall have this restriction.

So, we feel maybe the Department of Labor could well do the same thing in this instance.

We do not feel the proposed legislation has enough teeth.

In summary, Mr. Chairman, I would read the latter part of my statement.

The American Legion does not believe that any group of veterans should be singled out for super job training preference over other war veterans; nor do we, in view of past experiences with the Department of Labor, believe that the proposed legislation without amendments would be any more than mere lipservice for the veteran who is not disadvantaged.

In conclusion, Mr. Chairman, as we view this proposed legislation there is but one way for it to be meaningful and effective, if enacted. The special service provided for veterans in S. 1088 should clearly be available for all veterans including those of World War II and Korean conflict. And I should add, those discharged prior to enactment of the law.

In addition, funds for the administration of the act and all other costs, including relocation benefits, should not be passed along to the States to be absorbed as a part of their State grants from the unemployment trust fund. All program costs should be appropriated out of general revenue funds and specifically earmarked for the Veterans' Employment and Relocation Act, and if the appropriated funds are not expended for the designated purpose, the remaining funds should be returned to the U.S. Treasury.

Again, I thank you for this opportunity to express the views of the American Legion on this proposed legislation and for your interest in the employment and training needs of future discharged Vietnam era veterans.

Senator **Hughes**. Thank you very much, Mr. Kerby, for the summary of your statement.

I apologize that the Chair switched in the middle of your testimony, but Senator Cranston had important duties in another committee, and asked me to take the Chair while he went up to support the proposals he had here. The committee is in the process of marking up a bill, and he wants to extend his apologies for having to leave.

Mr. Cranston left several questions. I will go through those, if I might, in order to supplement the record.

You refer to the American Legion's participation in the VA Outreach program.

It is my understanding that a substantial part of the work you have done has been in rural areas not generally served by the VA assistance centers.

Is this correct?

Mr. **Nolan**. Yes ,sir, most of our work is done in those areas where the veterans assistance centers have been unable to reach the veteran.

Then they come to our organization, and through our posts, we try to reach the veterans that they have been unable to reach.

Senator **Hughes**. Could you give us some details on your outreach program, the procedures you follow and the number of contacts?

Mr. **Nolan**. Aside from our participation and cooperation with the Veterans Assistance Centers, we have a program of our own whereby we attempt to reach these veterans and counsel them.

First of all, I do not have any facts and figures before me as to how much success we have had in this area, but I can tell you that insofar as the American Legion's own operation is concerned, the Department of Defense supplies our organization with the names and addresses of those veterans being discharged. These names and addresses are processed throughout national headquarters and are in turn sent down to our departments, or States, and filtered through to our posts, and it is at the post level that we attempt to make contact with the returning veteran and apprise him of the benefits to which he may be entitled.

Senator **Hughes.** Mr. Nolan, how do you find this veteran when he comes back to his hometown, say a community or farm, or whatever it might be?

Do you have a post service officer that actually seeks the veteran out?

Mr. **Nolan.** Yes, sir. We have a post service officer. At some posts, they have a post rehabilitation committee, and each post, I think, doesn't operate on a similar basis.

I think in some posts the service officer has this responsibility. In some posts, I think they work in cooperation with their membership committee.

But there is one, and/or two or three individuals who have been assigned this responsibility.

Senator **Hughes.** Do they do this in every post across the country? Do they actually make sure they contact every veteran?

Mr. **Nolan.** Unfortunately, we find posts where communication is breaking down, and they do not follow through. We have been disappointed in our own efforts in this regard.

Senator **Hughes.** Are you taking any steps to strengthen this?

Mr. **Nolan.** Yes; we had a seminar last week in Indianapolis, at our national headquarters, to see what we can do in this area.

Senator **Hughes.** How do you think an outreach effort in rural areas could be better mounted, either by private organizations or by the Veterans' Administration?

Mr. **Nolan.** Our communications break down somewhere between our National headquarters, our department headquarters, and our posts, and that is coupled with the fact that there are some posts who, when the information gets to them, do not follow through.

It is a question of educating our department and post officials.

Senator **Hughes.** It is a fact that in a lot of rural areas—and I will use my own post in a town of 2,300 people—they do not undertake these efforts at all?

Mr. **Nolan.** Some posts may not.

Senator **Hughes.** We are perhaps not reaching the commander or anyone at the post with the communications necessary to reach the veterans in the communities they serve.

Mr. **Nolan.** That is true, sir. We have found that some posts are not doing an adequate job.

Senator **Hughes.** Could I ask Mr. Kerby a question regarding your summary? I did not have a chance to read your entire statement.

You talked about special counseling services available through the U.S. Employment Service to the veterans and the fact that there had been no appropriations to support these at all. As a result veterans were not receiving preferential treatment. Did I understand you correctly?

Mr. **Kerby.** Not to the extent intended; yes, sir.

Senator **Hughes.** Not as spelled out in the public law?

Mr. **Kerby.** This was actually a directive from the President, and this was August 17, I believe, 1967. Of course, he said that the veterans would receive this personalized service, and they are doing it, so to speak, but it amounts to lip service, really.

What I mean by that is that they don't have the personnel to administer the program, and the States have asked for additional funds and they have not been granted.

At the same time, they have to take care of other programs. Not that we do not favor these other programs, but we feel that since veterans are entitled to preference, they should receive it, and especially the boys returning who do need special assistance.

Senator HUGHES. There are no special counselors for veterans only?

Mr. KERBY. They are supposed to have one in each local office, and most of them do, but they have too many other assignments, and few of them put much time into service to veterans.

When the States receive the funds, it should be really earmarked for this program, not only for the returning Vietnam veterans, but for all veterans services in the employment area, and we have asked for earmarked funds.

So we get it with the thought that much of this is going to go in the veterans program, but actually, the program receives very little.

Senator HUGHES. To your knowledge, do any of the services give anything to the discharged veteran at the time of his discharge that can clearly identify him as he moves in for counseling and employment advice? Does he receive any sort of a form that he can take to the special counselor, other than his discharge papers?

Mr. KERBY. The Employment Service is supposed to find out that he is on the way home, and they are supposed to send him a letter over the Governor's signature, welcoming him back to the community.

Senator HUGHES. When did this start?

Mr. KERBY. It was supposed to start in 1967.

Senator HUGHES. As Governor of Iowa, I never sent a letter that I know of to any veteran that came back. If it is supposed to be done, I didn't know anything about it as Governor of the State.

Mr. KERBY. The returning veteran is also supposed to get a letter or personal contact from the Employment Service.

Senator HUGHES. Who informs the Governors?

Mr. KERBY. It is supposed to come from the Employment Service.

Senator HUGHES. The bureaucracy of the Employment Service astounded me, and other Governors.

You try to penetrate it, and they say, "This is what the Feds tell us." They have always got an excuse. I have very little confidence that when we have this type of relationship—I sent a letter to every high school dropout in the State of Iowa, along with a special, enclosed card that gave that high school dropout alternatives to go to the Employment Service.

The card was a special color identifying him to a special counselor, but not to a single veterans did we do the same thing. The availability to do it was there.

It is not being done in many areas of the country.

Mr. KERBY. Only in certain areas.

Senator HUGHES. What steps would you recommend to improve it?

Mr. KERBY. I suggest we have more money.

Senator HUGHES. More money won't do any more good if it doesn't get to the point of somebody accomplishing the fact.

Mr. KERBY. The funds for the Employment Service are in grants. Actually, it is the State's money to begin with.

Senator HUGHES. They don't admit that to us, though.

Mr. KERBY. But that is true. Therefore, what we say in this program, if this was to be enacted, it would be Federal funds for this particular program, and earmarked for that, and used for that purpose. Then we feel we would have a good program.

Senator **Hughes**. Then you run into the problem of State laws that say all Federal funds coming into the State commingle with the general funds and have to be appropriated by the assembly.

I won't go into that, but I have run into many problems in this area.

Mr. **Wertz**. The problem involved here is the same we find in the outreach program. I think there is a breakdown in communications we are experiencing getting information from our national headquarters to our department commanders, and getting them to pass the word on down to their local posts, and I think that in the Employment Service this is much the same problem; that is, a breakdown in communications, and not getting through to the local level.

Senator **Hughes**. How many veterans are there in the country?

Mr. **Wertz**. Approximately 27 million.

Senator **Hughes**. And with their families, this would include what, 40 percent of the total population?

Mr. **Nolan**. About 50 percent, sir.

Senator **Hughes**. If we can't get something done for veterans on that basis, there is something wrong with all of us.

I would also like to ask you whether you have ever considered counseling veterans for employment outside of existing available services?

Mr. **Kerby**. We have discussed that, yes, that is right.

Yet, we have even thought in terms of maybe, it should be handled by some other agency, other than where it is now.

Senator **Hughes**. Have you reached any conclusion about it?

Mr. **Kerby**. No, we have not, sir, but we feel that the program is not really carried out like it was intended by the Congress.

Senator **Hughes**. What happens in these things is that you keep heaping additional duties on existing agencies who are already overburdened and unable to take care of the problems they have. Additional burdens come, as you pointed out, without additional appropriations or staff, or without increasing existing physical facilities.

Mr. **Kerby**. Year after year, we have had resolutions asking that there be one veterans representative in each local office, and that he have adequate time to perform his duties.

Yet, he has all these other responsibilities, and he may only allow half an hour per day for the veterans' programs. It is impossible to carry it out as intended by Congress.

Senator **Hughes**. I know that you men know we are vitally concerned, and seeking and searching for ways to help.

I would like to go back, Mr. Kerby, to your testimony on 1088. You said this bill was to take effect from the effective date of the passage of the legislation.

If we were to look at the Vietnam war only; say this bill passed the Congress and the war ended, then we would have veterans on a year's rotation. In most instances, the Vietnam veteran would receive no benefits as a result of the legislation. Isn't that correct?

Mr. **Kerby**. That is correct. If a fellow was discharged a day early, he would not be entitled to this special consideration.

Senator **Hughes**. I frowned when you said veterans of World War II are 50. I haven't reached that point yet, though I am dangerously close to it.

This is a very dangerous age for unemployment. I think of that every time I get into a political campaign.

Mr. **Nolan**. We are among the younger World War II veterans.

Senator **Hughes**. When you get past 40 or 45, and you find yourself displaced from the social structure, you rapidly find that no one wants you.

Mr. **Kerby**. That is my point. We think all veterans should have the particular services, otherwise it would be discrimination.

Senator **Hughes**. I am trying to reemphasize your point. Probably in numbers there will be as many World War II veterans and Korean war veterans, or perhaps more than there would be as a result of the future years that would be affected by this bill.

In terms of money, if we are thinking of tokenism, do you think we should pass the bill?

Mr. **Kerby**. It would be lip service.

Senator **Hughes**. We want to cover the veterans in this country who have served their country in all the wars we have had in this century, even World War I veterans.

The older the people get, the tougher it is for these people to get jobs.

Mr. **Kerby**. That is right.

Senator **Hughes**. Like you, I appreciate the concern of cosponsors and sponsors of this legislation, but I think if we are going to consider the legislation, it should be made comprehensive enough to help the veterans of the country.

I would like to encourage you through your organizations through your local seminars and conventions, to go down through your own pipelines in your outreach programs to these men and women who are coming home and to give them information about the available services, and I think also, in the future, if you will forgive my advice, that you really ought to explore and have some discussion on the total nature of the way we are handling veterans affairs in this country, to see whether some different approach should not be taken. The numbers have increased so rapidly.

Mr. **Wertz**. That is correct, Senator, and we are all aware of this. I am sure that this has been a major concern of our Rehabilitation Commission.

Senator **Hughes**. I apologize, again, for not being familiar with it, but does this reach to deceased veterans' family members?

Mr. **Wertz**. Yes, through the rehabilitation program, I think Mr. Nolan can speak to that.

Mr. **Nolan**. Through our rehabilitation program, Senator, we send out to approximately 32 departments, and only 32 departments, because they are the only ones who request this information, we send out the casualty lists to them as we receive them from the Defense Department.

Presumably, the departments in turn take some action to contact the widows.

Senator **Hughes**. And children? As they become older, are we doing anything about that yet, or not?

Mr. **Nolan**. I am not sure I understand your question.

Senator **Hughes**. My point is, when these children of deceased veterans are reaching high school age, and posthigh school age, are we reaching into that level to see that they have an opportunity and are not abandoned?

As you know, many of our veterans, particularly in wars like the Korean war and the Vietnam war, come from the lower economic class of our society structure. Because of educational and other deferments that allow those who have money and have the faculties not to be in the service, we are getting a disproportionate representation of the black man, and of people from the lower social strata as combat veterans.

Their children particularly will have a more difficult time in coming through this structure. We really need to be seeing, you know, that they have an opportunity and are not abandoned to the great social problem areas of our country.

I just express this as a concern. The children of the men who have died in the service of our country, should have every advantage we can give.

Mr. NOLAN. We have our service-connected death benefits program, you have the War Orphans Education Act, whereby they can receive educational benefits, and efforts are being made to provide for them through the overall veterans benefits programs.

Senator HUGHES. When those kids get up there, so many times, they don't even know what is available. Through an outreach program, we could seek out a youngster and say, "Look, you have an opportunity, can you take advantage of it?"

I want to thank you for your testimony, and your willingness to be here.

The Chair calls Mr. Francis W. Stover, director, National Legislative Service, Veterans of Foreign Wars.

STATEMENT OF FRANCIS W. STOVER, DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS; ACCOMPANIED BY NORMAN D. JONES, DIRECTOR, NATIONAL REHABILITATION SERVICE

Mr. STOVER. Thank you, Senator.

Senator HUGHES. Mr. Stover, would you introduce your colleague?

Mr. STOVER. On my right is Mr. Norman D. Jones, director of our National Rehabilitation Service. Mr. Jones is a native of Kansas, and has spent his entire adult life, since his separation from the service following World War II, serving veterans. He is especially knowledgeable in the field of educational assistance and the GI bill.

Senator HUGHES. You may proceed as you desire.

Mr. STOVER. Thank you, Mr. Chairman.

The Veterans of Foreign Wars, I might add historically, was at times the only major veterans organization that was seeking to help Congress enact the present GI bill. This came after the Korean war, which officially ended January 31, 1955, and there was a period of almost 10 years when many men from the lower economic and social strata were being drafted into our Armed Forces and were serving all over the world in behalf of this Nation and who had no GI bill assistance when they returned home.

Those veterans were not recognized in the sense of a GI bill, with education or assistance, until 1966. The then chairman of this subcommittee, and now the chairman of the full committee, Senator YARBOROUGH of Texas, was the leading proponent of this legislation in the Senate and Congress.

We thought we had done the job then, and we felt pretty good about the whole thing, but we found that Vietnam had heated up, and learned there are thousands of veterans returning to this Nation who are not taking advantage of the GI bill.

Not only that, but the statistics indicate that many of these veterans by statute are disadvantaged. By statute, we mean a veteran who has failed to complete high school.

Why these veterans are not taking advantage of the GI bill is a subject of inquiry at the highest level of our Government. The President has established a Cabinet-level committee headed by the Veterans' Administrator, who is presently conducting an inquiry into this very subject.

I understand he has a target date of October 1 of this year, at which time this special Cabinet committee will file a report and make it public. This report will include recommendations on what they feel is necessary for the disadvantaged and the Vietnam veteran to be reached and to be helped, and steps will be recommended in this area.

So far as the VFW is concerned, we share the concern of the President and this committee and of Congress. We do have several questions we would like to ask, or have asked.

We also have several points we would like to bring to the attention of this subcommittee.

I think one of the facts we overlook is that we are living in a great period of prosperity. Unemployment may have increased slightly in the last several months, but there is no question that we are living in an era when jobs are plentiful.

I think another factor we shouldn't overlook is that many of these veterans who have dropped out of school are married, or about to be married, and many of these veterans do not find it feasible to take advantage of the GI bill.

The $130 a month which is paid to a veteran with no depends for full time educational training just won't do the trick when this veteran can get a fairly decent wage with some hope of improvement on the job.

Senator HUGHES. How much has this gone up since World War II? It was $90, wasn't it, and now it is only $130?

Mr. STOVER. Yes, $130.

Senator HUGHES. Excuse my interruption.

Mr. STOVER. The VFW is pleased, as the chairman mentioned this morning in his opening statement, that this subcommittee is going to take up all the veteran bills now pending before this subcommittee, including the ones dealing with the education rate increases.

We are urging the Congress, and especially the Senate to take action on your own bill, S. 338, or the House-approved bill, which is now before this subcommittee, H.R. 11995, either of which will substantially increase the GI training allowances.

The House bill will increase the training allowance to $165 a month from the present $130. S. 338, I believe, would increase it to about $191 a month. I think S. 338 is a much more realistic bill, and we are urging Congress and the subcommittee to report, or recommend to the full committee, S. 338.

I think another reality that we must face up to at this time which is involved in the bill before this subcommittee is this tight money and budgetary situation.

The President, when he signed the second supplemental appropriation bill, called for a $3.5 billion reduction in spending this year. He stated that he was going to impose personnel ceilings, or personnel ceiling limitations on Government programs, including the veterans programs.

What this means for the VA has not been spelled out in detail, but we do know that there is a severe staff shortage in the VA today.

There is the biggest backlog of claims in VA regional offices since World War II.

We know that the contact offices are overloaded. We know applications have increased tremendously. We are talking about veterans who are interested in the GI bill. They call up on the phone or make a personal visit to the VA office.

I think it is incumbent upon the Administration and the Congress to make sure that these veterans who have made claims or inquiries are being taken care of and that we don't let them slip away. This subcommittee could be helpful in making sure that the Congress provides the necessary funds so that the VA can do the job promptly and expeditiously for these veterans who are actually seeking help from the VA.

S. 2700 is a bill which is very desirable and meritorious. The VFW has had a long record of advocating more assistance to veterans and reaching these veterans, whatever they are, whether in the ghetto or the farm or out in the country somewhere.

We know that it is difficult to contact all these veterans and we feel that many of the provisions of S. 2700 are very desirable toward this end.

I would make another comment on the veterans employment service of the Department of Labor.. The veterans employment service is one of the few, if not the only program not administered by the Veterans' Administration.

It was born during the depression, back in the 1930's. Veterans were selling apples, some of them were, and the so-called Wagner-Peyser Act established veterans preference in what was then the newly created Public Employment Service.

When the GI bill in World War II came along, this was incorporated in that bill, and was expanded, and it was included in the Korean veterans bill and now the Vietnam veterans bill.

I think the negative comment we would have on Senator Javits' bill, S. 1088, is that it only would apply to the Vietnam veteran. I think it should apply to all veterans. We agree with the comments of the acting chairman that many World War II veterans are confronted with a personal catastrophe, through no fault of their own, on reaching 40, 45, and 50, because of shifting economic factors over which they have no control.

I hope this subcommittee sees fit to recommend the bill and report it, and that it be passed by the Congress, but it be applicable to all veterans, regardless of the war in which they served.

The gist of our testimony is, Mr. Chairman, that it seems to us one of the major questions to be resolved by this subcommittee and Congress is how much assistance should we provide to these veterans upon their return to civilian life. How far should we go to apprise them of their rights?

We know that these veterans are older people. When they went into the service, a lot were young, but they have been in the service several years. They are now men, adults. Many of them have been leaders in the Armed Forces. They have shouldered great responsibility. They have shown they can learn and acquire skills.

I think sometimes our Government has a tendency to do too much for some. Most veterans can stand on their own.

The question I think to be resolved by this legislation which is before you is just how far should we go in trying to reach and help these veterans.

I think the first question which is basic is, "Are we doing enough?"

I don't think we are doing enuogh. I think we can do more, and I certainly hope that these hearings will develop the information necessary to recommend the legislation which would carry that out.

In conclusion, Mr. Chairman, I would like to say the VFW shares the concern of this subcommittee that there should be a greater effort to make sure that the rights and benefits that grateful Congresses have enacted for returning veterans are brought to their attention.

The investment made in these veterans is an investment in America which will be repaid many times in the form of higher taxes, based on increased earning power, because of the education and training given to these young men when it will do them the most good.

That pretty well summarizes the highlights of my testimony, Mr. Chairman. I will be glad to respond, together with Mr. Jones, to any questions you may have.

Senator HUGHES. Would you like to add to his statement, Mr. Jones?

Mr. JONES. No, I have nothing else.

Senator HUGHES. If we look at World War I and World War II, we had an altogether different situation on our hands in those two worldwide wars.

Then we have had the Korean war, the cold war, and the Vietnam war.

When we think of the draft system and the people in the services at the present time, we realize that we have been reaching a different level of our social strata—more than we were when we were taking everyone.

Don't you think we have a little bit different set of circumstances when you talk about doing something for the present veterans than we had under those instances?

When you have 11 or 12 million people mobilized, you have a different situation than when you have 3 million mobilized.

Perhaps these veterans need more done for them across the board than the veterans of World War II. Is this possible?

Mr. JONES. I think that is true, Senator.

The man who has a high school education or better, he has a better concept of what he can do in the field of education if he has financial resources.

The young man who dropped out of high school; or has no high school at all, he may not realize, unless someone guides him, that he has a chance of putting an educational program together, separate and apart from the question of money.

I know several men of my acquaintance who have college degrees, notwithstanding the fact that they don't have any high school at all. Admission requirements have changed since World War II, but I do think they need more guidance which is leading toward something which is possible. They don't realize it is possible.

Senator **Hughes**. You point out that these men were leaders in the service, they had already accepted responsibility, they were drafted, and they did a job. You take a man of 18 or 19 or 20 years old, and he is a man—I am not calling him a boy. He is a man when he goes in, and he is more of a man when he comes out. But at the same time, what is his training?

We are not all trained as electricians. The only MO I had was in weapons. I was efficient with machineguns, the Browning automatic rifle, grenades, and so forth. What good is that in life?

You have a period of training that, hopefully, you are not going to need in this world for the rest of our lifetimes. It brings out the good and the bad in men, as we all know, and when we reach into the veterans' pool, we have got to look at the fact that we are dealing with men who in my opinion need special assistance.

I would like to ask you, Mr. Stover, some questions on behalf of Mr. Cranston.

You indicate a larger percentage of high school dropouts reside in rural areas. Do you have any statistics on that?

Mr. **Stover**. I saw statistics recently put out by the Veterans Administration where they have broken down the number of disadvantaged veterans by regional office, and I think we generally think of veterans in that category coming from a large metropolitan area.

However, these statistics indicated places like Huntington, W. Va., New Orleans, and Montgomery, Ala., which indicated that they have a higher share of veterans who have failed to finish high school. That is the basis of that statement.

Senator **Hughes**. I will turn the Chair back to Senator Cranston.

(Senator Cranston reassumes the chair.)

Senator **Cranston** (presiding). Could you supply the breakdown with the record that you didn't have with you?

Mr. **Stover**. I would be glad to do that, Mr. Chairman.

(The information referred to follows:)

PREPARED STATEMENT OF FRANCIS W. STOVER, DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS OF THE UNITED STATES

Mr. Chairman and members of the subcommittee: Thank you for the privilege and opportunity to appear before this distinguished Subcommittee to present the views of the Veterans of Foreign Wars regarding the four bills under consideration.

My name is Francis W. Stover and my title is Director of the National Legislative Service of the Veterans of Foreign Wars.

The Veterans of Foreign Wars is proud of its record as the leading organization behind the effort which culminated in the passage of the GI Bill of 1966. It will be recalled that the V.F.W. strongly protested the termination of the Korean GI Bill by Executive Proclamation on January 31, 1955. From that time onward we were in the vanguard of those seeking to have GI Bill assistance provided to all who were making the extra sacrifice in the national interest by wearing the uniform and serving honorably in the Armed Forces of the United States.

While the GI Bill of 1966 has often been referred to as the Vietnam GI Bill, the record should show that this piece of legislation is for all veterans who have served since the official ending of the Korean Conflict. That is why it is called the Cold War GI Bill or the third generation or third GI Bill. Regardless of its name, it is providing much needed assistance to hundreds of thousands of veterans upon their return to civil life. As we know from previous GI Bills, the nation will be repaid manifold for the investment it is making in the citizens who avail themselves of the rights and benefits provided by Congress in the GI Bill.

Perhaps the most startling development since the enactment of the GI Bill of 1966, as amended and liberalized in 1968, are the statistics which indicate that many are not participating in the GI Bill in the same magnitude as previous GI Bills. This has led to much concern in the highest places from the President on down that returning veterans are not being apprised of their rights and benefits in the GI Bill.

More specifically, it has developed that there is much concern about the so-called "disadvantaged veteran." This veteran, by statute, is defined as a veteran who has failed to complete high school. It may mean disadvantaged in other ways, but by definition he is a veteran who did not finish high school and who has not participated in the GI Bill.

The President's concern is expressed in the establishment of his Cabinet level Committee, headed by the Veterans Administrator, which is presently studying why these veterans are not participating in the GI Bill and what can be done about it. Legislation before this Committee and the House Committee on Veterans Affairs in this area has been the subject of lengthy and comprehensive hearings.

The V.F.W. shares the desire there should be the widest possible participation in the GI Bill.

Information available to the V.F.W. indicates that the higher percentage of disadvantaged veterans do not reside in metropolitan areas, such as New York or Chicago. On the contrary, and to the amazement of some, there seem to be more disadvantaged veterans living in small towns and rural areas of America than in our large metropolitan cities. That is what the statistics indicate that have been furnished by the Veterans Administration.

It should also be emphasized that we are now living during a period of high employment and great prosperity. Contrasted to 1945 and 1946, immediately after World War II and the early 1950's jobs are plentiful and pay better.

Statistics also indicate that most of these veterans are married and many have young families. Some say that as many as 80 per cent of all returning veterans are married. For most who are establishing a household for the first time, it is imperative that they go to work. With jobs being plentiful, it is only natural that they might shy away from going to school because of the less than adequate educational allowance.

In this regard, the V.F.W. strongly urges this Subcommittee to take immediate action on its own S. 338 or H.R. 11959, either of which would substantially increase the GI training allowance. Since the fall school period will begin in September and the rate increase proposed in these bills will not become effective until about two months after being signed into law, it will be late in the fall before a rate increase will reach the veteran student or trainee.

There are many who will go to school if the increased rates are in effect at the beginning of the fall term. Therefore, the most effective action the Congress can take at this time is to increase the educational allowances as soon as possible.

On finding new veterans or reaching disadvantaged veterans, we must make sure that justice is being done for the approximately half million veterans who are already in training and desperately need additional assistance. This Subcommittee is strongly urged to act as expeditiously as possible to have an increased training allowance recommended to the full committee and reported and approved by the Senate at the earliest possible time.

There is another reality we must face up to at this time. We all know that we are in the midst of a tight money and budgetary situation. The President has called for a $3.5 billion reduction in spending for this year and is imposing personnel ceiling limitations on government programs including veterans. What this means for the VA has not been spelled out in detail. The ultimate effects of this policy, however, are ominous.

The V.F.W. has been involved in the appropriation for the Veterans Administration for this fiscal year of 1970 together with the Supplemental Appropriation (H.R. 11400) as it has gone through the Congress with its spending limitation on the over all Federal budget for this year. The Congress, both in the House and the Senate, has spelled out language in its deliberations on these appropriation bills which we hope will provide authority for the Administration to exempt veterans programs from any spending and personnel ceilings. This is no time to economize at the expense of veterans.

We all know that the business of the Veterans Administration has increased tremendously during the past several years. Claims before the VA have piled up. There is a bigger backlog of claims in VA Regional Offices than since World War II. In the contact area, telephone calls and applications and contacts have increased tremendously. The evidence is overwhelming that the VA needs more people, more staff to handle the present workload for veterans who are enough interested in the GI Bill to either call on the telephone or personally visit a VA office.

The legislation before this Committee would greatly expand contact services, as provided in S. 2700. We know that the Veterans Administration is doing a lot of things, including the use of USVAC Centers, which have not been authorized by statute. S. 2700 would put on the law books statutory authority for the Veterans Administration to assist the returning veteran with added emphasis on the veteran who has not been reached or has failed to participate in the GI Bill.

The V.F.W. submits to the Subcommittee that the most pressing problem for the VA at the moment is adequate staffing for its regional and contact offices. Funds must be approved and released for the VA to do the job Congress has intended. S. 2700 will authorize additional funds and personnel. Again, action on the part of this Subcommittee dramatizing the fact the VA needs more personnel and money to carry out its mission to reach returning veterans, especially those who have never completed high school would be most effective. There should be maximum utilization of existing programs before expanding or establishing new ones as contemplated by S. 2700.

The V.F.W. has no official position with respect to S. 2668, the so-called PREP bill which would provide education and training to a serviceman who is scheduled for discharge from the Armed Forces within six months or less. This would be further expansion of the Department of Defense's transition program, the training and educational activities which are provided certain servicemen before they are actually separated from the Armed Forces.

The V.F.W. has a long record of support for the Veterans Employment Service of the Department of Labor in assisting veterans seeking employment. One of the provisions of S. 2700 would authorize VA Contact Service personnel to refer veterans seeking employment to employers. It is our belief that this would not be workable for VA offices to refer veterans directly to employers for possible job opportunities. To effectively carry out this provision would require duplicate files on all job opportunities of the Public Employment Service local office. It would also require some special training as job counselor for the VA contact officers. We should not have a dual system, or two agencies carrying out the same service.

The Veterans Employment Service was created during the depth of the depression when the Public Employment Service was created under the Wagner-Peyser Act. This job and counseling service for veterans was reaffirmed and continued under the three successive GI Bills. It has worked out very successfully and much credit goes to the Veterans Employment Service for doing a very effective and successful job over the years.

However, the V.F.W. has always taken a dim view of other Government agencies having responsibility and control of veterans rights and benefits. It is noted that under Section 242 of S. 2700 that the VA would coordinate with Federal and other agencies in carrying out the purposes of this bill. So that there will be no misunderstanding, it should be made clear by the Subcommittee that the Veterans Administrator will be in control and administer the provisions of this bill or any other provisions the Subcommittee may make a part of this legislation as it relates to other Government agencies.

The V.F.W. has no official position respecting S. 2506 which relates to the number of semester hours which would be considered as full-time training for entitlement under the GI Bill.

Two years entitlement to GI Bill training at the rate of one and one-half months for each month served in the Armed Forces is the equivalent of 36 school months, a four-year college course. It still would require a minimum number of hours to qualify for graduation, and some could exhaust their entitlement without graduating. While some students may fluctuate from 12 hours to a larger number of hours a following semester, it is generally believed that in most schools a standard minimum number of hours is required.

Again, the V.F.W. has no official position on S. 1088. The V.F.W. recommends, however, that the provisions proposed in this bill be applied to all veterans. Any job assistance that the Congress deems necessary to help the Vietnam veteran is equally important and vital to the older veteran who finds himself unemployed for a number of reasons. It would be grossly unjust to provide this extra assistance to the returning veteran and fail to do likewise for the older veteran of the Korean Conflict and previous wars.

Mr. Chairman and Members of the Subcommittee, the Veterans of Foreign Wars strongly supports those provisions in the legislation before you which will authorize existing programs and establish new ones to effectively assist returning servicemen on their return to civilian life, subject to the limitations noted. While there is much focus on the disadvantaged veteran, this Subcommittee should be reminded that there is a total of 27 million veterans from the Spanish-American War to the present Vietnam Era Conflict. There are veterans or survivors of all of these wars who are in need of special attention and assistance.

This Subcommittee helped give birth to the Cold War GI Bill. There is a large number of veterans who would not be provided special assistance under the terms of these bills, unless they served in the Armed Forces since the Vietnam Era began. The Veterans of Foreign Wars believes this is a fragmented approach and should include all veterans who meet the definition of "disadvantaged" regardless of their period of service in the Armed Forces.

Only the best citizens are called upon to serve in the Armed Forces. They are the cream of the crop. While many of them entered the Armed Services at a tender age, they have reached their majority and are men upon their discharge.

They have demonstrated that they can learn and know how to shoulder responsibility. Many have been leaders. It must be presumed, therefore, that these men upon their return to civilian life have in some way learned about the GI Bill and its benefits and assistance.

It seems, therefore, that one of the major questions to be resolved by this Subcommittee and the Congress is how much assistance should be provided to reach these veterans upon their return to civil life and apprise them of their rights. In addition, should the Congress provide more assistance to one group of veterans who are defined as "disadvantaged" than to another group which is not?

For the Veterans of Foreign Wars, it has always been its contention that all veterans should be treated alike and should be given the same assistance, based on their length and type of service in the Armed Forces. We have never advocated that distinctions be made among veterans because of their social or economic status. We have always advocated that readjustment benefits should be comparable or equal to veterans of the present war, as were provided veterans of previous wars.

In conclusion, the Veterans of Foreign Wars shares the concern of this Subcommittee that there should be a greater effort to make certain that the rights and benefits grateful Congresses have enacted for returning veterans are being brought to their attention.

The investment made in these returning veterans to make up for the time lost in the Armed Forces is an investment in America which will be repaid many times in the form of higher taxes based on increased earning power because of the education and training given to these young men when it will do the most good.

Thank you.

Senator **Cranston**. I am glad you focus on this very important aspect. I want to stress that section 241(a) in S. 2700 specifically charges the Administrator of Veterans Affairs with the responsibility of providing appropriate outreach services in less populated areas.

Do you have any ideas on how this can best be done, either directly by the VA or by private groups?

Mr. **Jones**. Well, I think one of the faults of the programs was that they almost were all urban situated, and their effectiveness was geographically limited.

It doesn't help a young man in the far corner of Wyoming just to say that there is a veterans assistance center in Cheyenne.

We think it is good, but it is part of what should be a far broader program. What the Veterans' Administration should do is establish many more offices. They have closed all but a handful of contact offices, 15 or 20, something in this area.

They should establish many, many more in selected cities in various States.

In other States, the coverage by all facilities combined is quite minimum, so the selection of the cities should be very judiciously done. We need an expansion of on-the-spot, fully trained people to do a job in counseling these young men and guiding them into a line of education which they can pursue.

Mr. STOVER. In other words, when Mr. Jones was referring to World War II, there were over 1,000 contact officers in the Veterans' Administration. These officers made itinerary junkets or stops, throughout an entire State so that every conceivable area would have access to them. They literally blanketed every State in the Union.

Senator HUGHES. Could I ask you a question? I was formerly a member of the National Advisory Council of OEO.

We were trying to enlist veterans in police departments around the country. Has there been any emphasis placed on this? The peculiar training of a veteran places him in an adaptable position to make a good police officer.

Mr. JONES. This involves not only advising him of the possibility, but selecting veterans with this inclination and training. There is a new program, but I think a grant was made by the Department of HEW to the Labor Department for training for policemen, and I am not sure it includes firemen.

The Veterans' Administration is not involved in this program.

Senator HUGHES. This is particularly aimed at the black veteran, because of the shortage of black policemen and a need to integrate police departments in this country.

Mr. JONES. This is a college-based program. I understand if they decide to pursue a college degree in police training, that they will be given some credit toward that degree.

Senator HUGHES. Excuse my interruption, Mr. Chairman. I think, for example, that we are now trying to enlist 1,000 policemen in the District of Columbia. Wouldn't you think that veterans coming into this Capital City of ours would be interested? Are we making attempts to reach veterans who can be qualified, and are competent and able, and their training would substitute for that academic education.

Mr. JONES. I understand the District of Columbia is recruiting on a Defense Department basis.

Senator HUGHES. Is there any way someone could supply to this subcommittee information on the success of these programs?

My impression is that they are very unsuccessful. That is the reason I asked you this question, and if they are unsuccessful, I think in the interests of veterans we ought to find that out.

Mr. JONES. One point involved was early release from service, and unfortunately, sometimes, some young men will agree to a proposition to obtain early release, and not stay with that for which he committed himself. I am not sure that should even be part of the program.

Senator HUGHES. I am not sure, either. I didn't think of that, but I was aware of it.

Mr. JONES. In other words, there has been a dropout rate after release from service.

Senator HUGHES. It was an incentive to get out, but they didn't stay with it.

Mr. JONES. I would be glad to make an effort to obtain whatever information I can for you.

Senator HUGHES. I think it would be very helpful.

Senator CRANSTON. Very much so.

(The information referred to follows:)

VIETNAM ERA VETERANS PARTICIPATING IN FORMAL TRAINING PROGRAMS WITH OBJECTIVE OF BECOMING POLICEMAN

The last Veterans Administration report indicated that 3,700 Vietnam era veterans were in formal training programs with the objective of becoming policemen. This includes both job training and college courses. It is expected that the number will increase as soon as fall enrollment statistics are available, as doubtless many young veterans will enroll in college degree police programs this year.

The Department of Health, Education and Welfare recently funded a police training program operated through the United States Department of Labor. This program is college level but non-degree, although veterans who decide to obtain degrees in police work will presumably be granted some college credit for courses successfully pursued in this program.

Several jurisdictions, particularly the District of Columbia, have recruited young servicemen soon to be released from active duty for police positions. The degree of success of this special recruitment approach throughout the country is not presently known.

Senator HUGHES. I think we have a pool of available applicants in law enforcement, if the individual veteran is emotionally suited to law enforcement. This may be a big problem—the emotional suitability for this type of occupation.

Mr. JONES. I don't believe that it is common knowledge that there are institutions of higher learning that offer degree programs in police work. They are helpful if a man wants to rise in a police department rapidly.

Senator HUGHES. Thank you, Mr. Chairman.

Senator CRANSTON. Do you feel that all the posts of the VFW are doing all they could to reach veterans now, with every bit of information about opportunities for education and training?

Mr. JONES. No, sir. I would be less than candid if I answered that question other than, "No."

We are doing more now than we have ever done in history, particularly immediately following the war. We do obtain names and addresses. These are followed up for contact purposes, not only to the communities, but we invite them to join the organization, and also to be of assistance to them in connection with benefits.

Now, our post people who are involved in this work are not full-time paid personnel, of course. Sometimes they are men with adequate time to learn the work. They do give a considerable amount of time both to study and to the work.

Some of them do have limited time to prepare for it, and can give assistance for providing information. But they do have limitations when it comes to counseling a young man on an educational program.

We point out a book called the "Service Officer's Guide," and also a pamphlet called "Your G.I. Bill and Other Benefits." This has been distributed widely, free of charge, of course.

Senator HUGHES. Could I ask Mr. Stover a final question?

You testified to the fact that the veterans employment service was the only service not under the direction of the Veterans' Administration.

If I recall your testimony, this began in the 1930's.

Mr. STOVER. Yes.

Senator HUGHES. Would you, and I am going to ask a very pointed question, recommend that in order to reach the veteran and do the job properly, that this be moved under the Veterans' Administration?

Mr. STOVER. Well, our organization legislative program is determined by the actions or resolutions adopted at conventions.

Senator HUGHES. You sound like the Farm Bureau now. What is your personal opinion?

Mr. STOVER. Officially, I am without authority.

Senator HUGHES. What is your personal opinion, though?

Mr. STOVER. I have heard many discussions right along the lines of your question. There are some who want to have this particular veterans program under the VA.

This goes back to job listings.

In order to adequately do this job, they have to especially trained in job counseling, and they have to know where the jobs are.

Don't forget in 1935 when this program was approved by Congress, it was really set up because of unemployment, and the veteran walks in, really, for an unemployment check. He wasn't necessarily looking for employment. The law requires him to look for work and all that.

This was, I think, the main reason and probably the most impelling reason why this should be in the employment service.

Do you have any comments on that, Mr. Jones?

Mr. JONES. Senator, you know that the veterans assistance centers try to be one-stop centers.

The placement record for veterans is basically a failure. They didn't have job listings.

I have no objection to that, as long as they happen to have a call for employers who want ten veterans, and they have veterans they know of readily who meet those requirements, but to place an employment service in the VA that does not duplicate all job listing opportunities would be unfavorable to veterans.

Now, with the use of computers, it is possible you could have a computerized job bank and duplicate it with other agencies. I don't know. I am not an expert on it.

If the Employment Service gets to the point where they computerize the job applicants, and program in veterans preference, as they did at Salt Lake City, I believe, then you give the veteran the preference he should have.

Senator HUGHES. Thank you. Like Mr. Stover, I didn't have an opinion on the subject. I just wanted to clarify it since it was brought up in the testimony, and this is one other thing you have to look at, I think. The computerization—cross indexing and programing, when it is possible to do it, is something that should facilitate services to the veteran.

Thank you, Mr. Chairman.

Senator CRANSTON. Mr. Stover, one final point. You stressed the point of the VA having ultimate responsibility for all programs concerning veterans. I believe S. 2700 strongly recognizes that.

In the prepared statement you say:

> The VFW has a long record of support for the Veterans Employment Service of the Department of Labor in assisting veterans seeking employment. One of the provisions of S. 2700 would authorize VA contact service personnel to refer veterans seeking employment to employers. It is our belief that this would not be workable for VA offices to refer veterans directly to employers for possible job opportunities. To effectively carry out this provision would require duplicate files on all job opportunities of the Public Employment Service local office. It would also require some special training as job counselor for the VA contact officers. We should not have a dual system, or two agencies carrying out the same service.

In my statement introducing S. 2700, I stressed the importance of this follow-through being pursued by the VA.

Mr. STOVER. Yes. The reason I mentioned that, Mr. Chairman, is that whenever the veterans see a reference to another agency, they misinterpret it.

I wanted to allude to that in my statement.

Senator CRANSTON. I thank you very much.

The next witness is Dr. William Cox, admissions officer, veterans, Pennsylvania State University.

STATEMENT OF WILLIAM COX, ADMISSIONS OFFICER, VETERANS, PENNSYLVANIA STATE UNIVERSITY

Mr. COX. Mr. Chairman, ladies and gentlemen, thank you for inviting me back to testify before your committee.

As I mentioned to this committee during my appearance on June 26, 1969, we, at Penn State, are vitally interested in any and all programs which will assist in any way our returning veterans.

The following bills have been referred to us for comment:

(A) S. 1088—relocation assistance to veterans. This bill is oriented toward relocation for employment. We would like to see this assistance extended to include relocation for educational purposes. Many veterans are married as has been brought out in previous testimony here today, and are attempting to maintain a family unit. It is necessary in some cases for the family unit to be relocated so that the veteran can take advantage of his educational benefits. The relocation of the veteran's family is one of his big problems and in some cases may jeopardize his taking advantage of his educational benefits.

(B) S. 2506—to reduce the number of semester/term hours that a veteran must carry—to qualify for full-time benefits under chapter 34 of title 38, United States Code. The Penn State University is currently under the term system.

The academic year is divided into four equal terms, each 12 weeks in length, including 10 weeks of classes plus other required activities. There are no major interruptions within the period of study, as all vacations are held between terms.

An orientation period for new students precedes the start of each term. Th fall term begins in late September, winter term in early January, spring term in late March, and summer term in late June of each year.

Penn State's four-term academic year has many advantages for veterans. For example, a student may, if he wishes, be able to complete a bachelor's degree in 3 years instead of the four normally required under the semester plan.

We admit freshmen four times a year, and graduate seniors four times a year.

The university administration considers a minimum of eight credits per term as being a full-time student.

A veteran may not be in a position to take more than six or eight credits per term due to several reasons: (1) Having been out of school from 2 to 5 years, he needs to have an adjusting period to academic work.

(2) He may be making up certain deficiencies by correspondence or night courses. (3) He may be working part time to meet his financial obligations. The provisions of the GI bill are not adequate to meet needs today.

(4) Due to the course-credit hours it may be difficult to arrange a schedule of 10 hours, that is, most of our freshman courses are of 3 hours credit; by taking three 3-hour courses only giving him 9 hours; which the VA only counts as three-fourth benefits; and for an average veteran to carry 12 hours (which is the next normal sequence of scheduling) may be an overload for him.

He would have to carry four 3-hour courses in a normal load to draw full benefits, which would give him 12 hours.

The Veterans' Administration considers the following: Undergraduate credit load—10 credits—full time; 7 to 9 credits—three-fourth times; 5 to 6 credits—one-half time.

In the graduate school, the graduate credit load is determined by our graduate school. Classification of graduate students for VA benefits under present law; full time: one-fourth or one-half time graduate assistant and students registered for 8 to 10 credits; three-fourth time: students registered for 6 to 7 credits; one-half time: students registered for 4 to 5 credits; less than one-half time; stundents registered for 1 to 3 credits.

We feel that the VA should be in line with the respective university and/or college, in that if the university classifies a student as full time, the VA should accept this as authority to pay full educational benefits. Mr. Chairman, we agree with your amendment to bill S. 2506 and for the benefit of veterans we urge the adoption of this bill.

(C) S. 2660. Additional education and training assistance to veterans and to provide for predischarge education program (PREP). This is a step in the right direction in assisting more veterans in qualifying for a college level education.

We, at Penn State, have our veterans admissions procedures and policies under continuous and careful review and we are keeping them current with the times.

Our proposed plan to cooperate with the Department of Defense—Project Transition, is progressing and we would hope that the proposed bill would help us to expedite the implementation of our program.

Just to review with you our proposed program, which is now currently under consideration, and we feel this is where bill 2668 would be of assistance to us, we propose to establish a program at the Capitol campus, located in Harrisburg, Ogontz campus, located in Philadelphia, and McKeesport campus, located in McKeesport, and other campuses during the summer. The program would do the following: (a) Provide testing educational counseling. (b) Provide review, update, and remedial courses for veterans particularly in verbal (including reading) and mathematical areas. (c) Provide assistance to the veteran to gain admission to an educational institution which is able to provide the veteran with training most suitable to his interests, abilities, educational preparation, and life goals. For some veterans this would include admission to Penn State.

If a program, as outlined in bill S. 2668, can be established where these proposed programs which I have mentioned could be completed while the veteran is still in the service, it would definitely benefit the veteran in gaining admission to a university.

We are unable at this time to assess the impact the bill would have regarding the cost of our university. We do have it under study.

To date, we are unable to "costed-out" our proposed program because of the uncertainty of university costs and budgeting problems.

We feel the bill, as written, is a definite step in the right direction and we would hope to be able to work out a program in the future whereby we could participate. However, at this time, we are not in a position to make any definite commitments as to our participation.

We have no way of ascertaining how many Pennsylvania veterans would be affected by this bill.

The last bill I will mention is S. 2700, veterans reachout program.

We, at Penn State, think this is a worthwhile project. We could use the VA center as a point of contact for educationally disadvantaged veterans.

In summary, we feel the bills which you gentlemen have proposed and I have mentioned in my presentation will greatly benefit the veteran and our society both in monetary value and our way of life.

Thank you again for the privilege of appearing before your committee.

Senator Cranston. Thank you very much, Mr. Cox. We deeply appreciate your helpful testimony and support of the measures.

I would like to say that Senator Schweikert intended to be here, but he was summoned to another committee where they needed him.

I would like to ask you quickly, with quick answers if you can, a bare handful of questions, and then we will have to recess. I will go and come back and then we will complete the hearing. There are three more witnesses.

First, I am not clear how Penn State itself defines a fulltime student under its term system. Could you clarify that briefly?

Mr. Cox. Yes, sir. Anyone who is carrying 8 hours—this is undergraduate—that is two 3-hour and one 2-hour course—anyone carrying 8 hours per term is classified as a full-time student, pays full-time tuition.

Senator Cranston. Thank you. How many veterans paying full-time tuition are taking less than the 10 hours that the VA recognizes as the full-time load at Penn State?

Mr. Cox. Very few, full time. We have admitted several adjunct students, they are not fully qualified to be admitted as degree candidates, and they are carrying 6 hours. Therefore, they only draw three-quarters of their benefits.

Senator **Cranston**. How prevalent is switching from less than a full-time load in one term to more than a full-time load in the next?

Mr. Cox. Very few cases, after the first year.

Senator **Cranston**. Do you feel that the educational institution should be expected to bear a shore of the costs of the PREP program?

Mr. Cox. I think that any State institution is now bearing part of the financial load, and that in a State institution, for each student enrolled in the university, the State appropriates a certain amount of money.

So, I feel that we are picking up part of the tab for all of our students in the State, and that is the difference between the in-State tuition and out-of-State tuition.

We feel we are bearing a part of the expense. I asked the vice president that same question when we were discussing coming down here to testify.

This $150 which is proposed in your bill, we are working on that as to how it would equate to the costs of the establishment of the program.

Senator **Cranston**. Thank you very much. It is the emergency education bill that I have to go vote on. I will be back.

We will recess. I will return as rapidly as possible.

(A brief recess was taken.)

Senator **Cranston**. We will reconvene now.

The next witness is Mr. Joseph Mazel, associate editor of "Modern Manufacturing," New York City.

I welcome you to the committee. If you can, could you summarize your statement verbally, and submit the full text for the record?

STATEMENT OF JOSEPH MAZEL, ASSOCIATE EDITOR, MODERN MANUFACTURING, NEW YORK CITY

Mr. **Mazel**. Yes, I would be happy to, Mr. Chairman.

I thank you for the opportunity of appearing before the subcommittee to offer my statement. The statement is in reference to and support of Senate bill 1088, Veterans Employment and Relocation Assistance Act of 1969.

I would like to speak in favor of this act because of an article I did which appeared in the April 1969 issue of Modern Manufacturing. In essense, what we attempted to do was to bridge the gap between the returning serviceman and the skills shortage that our industries are experiencing today.

During the research phase of the article, several points became obvious. One was that industry is definitely experiencing a labor shortage. They are having very much difficulty finding qualified manpower.

The second is that industry doesn't have an appreciation of the technical skills and training acquired by an individual while in military service. Industry is not able to correlate those skills to civilian tasks.

Thirdly, if industry is interested in seeking veterans, they are unfamiliar as to where or how to contact prospects. The usual contacts of the employment office and classified notices in the press don't achieve the desired results. Other firms are disillusioned by the redtape of other government agencies, plus their poor performance.

Based on these points, we formed an article, and generally we decided there had to be some positive action. One of these points was to establish a job information service. In effect, we would act as the go-between between industry and the serviceman. Industry notifies us of jobs, and we, in turn, notify the Department of Defense. The Department of Defense then distributes the information to the various military installations.

Just from this one article in the magazine, we have received almost 100 inquiries into our job information service. To this date, we have forwarded to the Department of Defense job notices from 36 of these firms with openings in 158 positions.

This response, I believe, is encouraging.

There are several other plans such as this, such as "Operation Homecoming," and I heard yesterday of one that the National Association of Manufacturers is currently studying.

These are all first attempts and starting points, as I see them, until a centralized, comprehensive plan is approved and actually implemented.

The provisions and course of action proposal in S. 1088 is, I believe, invaluable to the serviceman and industry. It gives both of these groups a common bond where they can meet and exchange their ideas. And, properly promoted and advertised to all industries, it will create the action vehicle needed to eliminate the existing gap between the discharged veteran and the available job opportunities offered by industry.

That, in essence, is a summary of the prepared remarks.

Thank you, Mr. Chairman.

Senator CRANSTON. Thank you very much. I appreciate your summarizing, and I appreciate your coming down from New York to testify today.

I think you deserve congratulations on the work you and "Modern Manufacturing" are doing to assist our veterans in finding suitable employment.

I have just a few questions. In your prepared statement, you discuss the special skills of veterans for industrial use. You state, "Since he is a veteran, he is either discouraged or ignored."

Could you please expand on that? Is there an actual hostility on the part of industrial employers toward veterans?

Mr. MAZEL. Hostility is that industry and employers do not recognize that a veteran working in electronics or in utilities, or in any other skills that the military has is capable of performing a similar job in industry.

If industry found the same person with the same requirements and the same experiences from a civilian occupation, they would go out and try to pirate him. He would be a premium.

However, since he is a veteran, and since industry really doesn't appreciate that the serviceman today is better qualified, better skilled, better trained, they ignore the fact.

Senator CRANSTON. Why do they have that feeling?

Mr. MAZEL. I think from some of the statements I have received that they remember their days in Korea and World War II. They don't understand how the military could have advanced so rapidly.

Senator **Cranston**. Your job information service seems to be a promising approach. If there is any way we can assist you, please let us know what you feel would be appropriate.

Mr. **Mazel**. I feel after reading bill 1088 that recommending passage of this bill would assist us greatly, because we feel that we are only a starting point. There are people who are better qualified to handle all the very, very minute details that come under such a program, and this is why—one reason why—I am here today.

As far as the advisory panels that I ask for, or that we asked for in the article, we are getting very promising commitments from many, many of the large companies and corporations, and we are in the planning stage of this right now.

We do not have anything written on paper, but we are proceeding in this direction.

Senator **Cranston**. The approach of private enterprise doing this instead of government is obviously a very sound one where it can be done.

Mr. **Mazel**. Yes, and our response has come mostly from the small- and medium-size plants. This is the direction where we were aiming, for the simple reason that they do not have the capital nor the means to recruit, and advertise, similar to the larger corporations.

Senator **Cranston**. Regarding your comment on the need for the Department of Labor to compile and maintain comprehensive lists of available job opportunities throughout the Nation, I wanted to call your attention to the testimony we received in the subcommittee on Friday last from Assistant Secretary of Labor Arnold Weber.

He pointed out that the Department is currently in the process of developing 36 job banks in areas, and he pointed out that special veterans units will be established as part of those job banks.

He said this program should be ready by the end of fiscal 1970, and should be extended to second-tier cities by 1971.

Mr. **Mazel**. It is a real plan of action.

Senator **Cranston**. Thank you very much.

Mr. **Mazel**. Thank you, Mr. Chairman.

(The prepared statement of Mr. Mazel follows:)

PREPARED STATEMENT OF JOSEPH L. MAZEL, ASSOCIATE EDITOR, MODERN MANUFACTURING, NEW YORK CITY

Mr. Chairman. Let me first introduce myself. I am Joseph L. Mazel, Associate Editor of Modern Manufacturing magazine, a publication of McGraw-Hill, Inc., New York. Formerly known as Factory magazine, we editorially serve the operations and engineering functions in manufacturing plants.

Today, I am here to speak in favor of Senate Bill, S. 1088, "Veterans' Employment and Relocation Assistance Act of 1969."

Based upon an editorial project which I researched and prepared for publication in Modern Manufacturing, I feel qualified to appear here today and to speak on the measures. The project I refer to appeared in our April 1969 issue as the feature cover article. Titled, "Hire Vetrans to Ovrcome Labor Shortage", I believe that each of you gentlemen have a copy, in reprint form, of this article. I wish to have the article included as an appendix to these prepared remarks.

In essence, the article focuses on the gap between discharged servicemen and skill shortages faced by civilian industry. During the research phase, the duration of which was six months, several points became obvious:

1. Industry is experiencing a labor shortage especially in the skilled and semiskilled occupations. Plant executives interviewed conceded that a year ago they were scraping the bottom of the barrel looking for employees. Today, they have

to go even lower. The outlook for tomorrow—the executives don't want to even speculate.

2. Industry generally doesn't have an appreciation of the technical skills and training acquired by an individual while in military service. They seem to ignore the fact that the military has progressed technologically. And, as a result, industry overlooks the improvements in military schools, its training and the resultant quality of servicemen's skills. Hence, industry remains unaware of the most ripe, potential workforce available.

3. Industry is unable to correlate military skills and occupations to civilian tasks. Additionally, they also ignore the ex-servicemen's assets: youth, on-the-job experience, responsibility. Also, that they are familiar with shift work, performing under pressure, and taking orders and directions. It is my observation that, a similar individual—if he were a civilian with these attributes—would be deluged with offers by industry. However, since he is a veteran, he is either discouraged or ignored.

4. Industry, if interested in seeking veterans, is unfamiliar as to where or how to contact candidates. The normal channels—employment agencies and classified advertisements in the local press—just don't achieve the desired results. For the most part, industry is unfamiliar with the Veterans Employment Service, United States Department of Labor. Others are disillusioned by some of the governmental agencies performance and red tape.

Based upon these impressions, Modern Manufacturing through my article, stepped into the breach between industry and the returning veterans. We recommended three courses of action:

1. Revision in present transition and separation procedures.
2. Institution of a job information service.
3. Establishment of a voluntary industry advisory panel.

For the purpose of this hearing, I would like to briefly discuss the advisory panel and dwell on the procedures and results to date of the job information service.

Currently under development, we (Modern Manufacturing) are attempting to obtain commitments from larger corporations to serve on a series of advisory panels. These would be located near military installations and would serve as an information center. As presently envisioned, the representatives from industry would work with local Veterans Administration Employment Service, Chamber of Commerce, etc. personnel in advising discharged or seen-to-be-released servicement of employment opportunities and how they can best utilize their military training in a civilian marketplace.

The program of which we are most proud, and which has a direct bearing on the Bill under consideration, is our Job Information Service. Through this program, we act as the go-between between industry and the serviceman. Industry informs us of available jobs and we, in turn, notify the Department of Defense. They, then take our data and distribute it to the various military installations.

Just from the mention in the April article, we received almost 100 inquiries as to the job information service. To date, we have forwarded to the Department of Defense job notices from 36 firms, with openings in 158 positions. This, I believe is a fantastic response.

From this response, and from the correspondence I've received on the article—from industry, government officials, veterans and even veterans' families—I feel very strongly about Senate Bill, S. 1088, "Veterans' Employment and Relocation Assistance Act of 1969."

I am especially impressed with the Bill's provision for the establishment of a Veterans' Employment and Relocation Assistance Center. And, its function of compiling and maintaining comprehensive lists of available job opportunities thoroughout the nation. Also, the provision whereby each discharged veteran, after a reasonable period, is contacted after separation and advised of benefits available to him under the Bill.

From my observations, it is my considered opinion that a bridge must be established and maintained to provide access for both the returning serviceman and industry. Manufacturing industry, with which I am most familiar, has the opportunities and openings. The returning serviceman possesses the skills and traits desired. A bridge must be established to provide a common meeting ground for the two groups.

There are several plans which I know of that are concerned with constructing this bridge. There is a plan called "Operation Homecoming." The National Association of Manufacturers is currently studying methods of implementing a veterans job opportunity program. And there is our own job information service. These are all first attempts—starting points, as I see it, until a centralized, comprehensive plan, similar to Bill 1088, is approved and actually implemented.

Gentlemen, to turn down this measure would be paramount to committing a mortal sin. For the simple reason of creating waste. A waste of money, manpower and training which could easily be converted and transferred from a military to civilian market. The investment has already been made—it is now time to "show a profit" and capitalize on the investment.

I admit that our efforts at Modern Manufacturing have been limited; however, I also believe that there is also evident a significant example.

While our program concentrates on skilled personnel in manufacturing industry, the proposals in Bill 1088 open the doors to *all* personnel in *all* industries. With this central source, with this one place to go (whether it be the serviceman or industry) many of my findings as to industry viewpoint will submerge. Through this Bill, industry will have an avenue of approach to directly appreciate the skills and knowledge possessed by the veteran. Also, industry will have an opportunity to fill its job openings with the best qualified young people. Additionally, the returning veteran will not see his military service time and training go to waste. It's an ideal marriage—industry, who have the jobs and veterans, who need the same jobs. Through Bill 1088, and gauging the reaction from Modern Manufacturing's own job-information program. I can see a tremendous response—both from the returning serviceman and from industry.

The provisions and course of action proposed in Bill, S. 1088 is invaluable to both servicemen and industry. Properly promoted and advertised, especially to all industry through local and national media sources, it will create the action vehicle needed to eliminate the existing gap between the discharged veteran and available job opportunities offered by industry.

Gentlemen, I cannot stress too greatly the impact and effect this Bill will have if enacted into law. I urge this sub-committee to recommend speedy, favorable action on Senate Bill, S. 1088.

I thank you for the privilege and courtesy of addressing such a distinguished group of gentlemen.

Modern
Manufacturing

Hire veterans to overcome labor shortage

Reprinted from
MODERN MANUFACTURING
April, 1969
Copyright, 1969, McGraw-Hill Publications, McGraw-Hill, Inc.
330 West 42nd St., New York, N.Y. 10036

Hire veterans to overcome labor

by Joseph L. Mazel, Associate Editor

To help fill industry's manpower needs, MODERN MANUFACTURING is proposing a plan to help recruit returning veterans. They have technical knowledge and skills that industry wants. But there is a communications gap.

We suggest that industry join in developing a transition program for veterans taking the big step from military to civilian work. And MODERN MANUFACTURING, to bridge the gap, volunteers to start a job information service. We will tell the military about available jobs that you bring to our attention.

If you are not facing a labor shortage or don't expect one, your plant is unique—and fortunate. For virtually every plant, every industry, and every section of this country has a labor shortage. Plant executives say that a year ago they were scraping the bottom of the barrel looking for employees. Today, they are going even deeper. Tomorrow—who knows? Executives don't even venture an opinion.

The veteran needs a job

The situation is not as black as painted. In fact, there is an army (also navy, air force, and marines) of men available. The most ripe, potential workforce available consists of these returning servicemen.

During the 1969 fiscal year, more than 900,000 men will be discharged from the military. Many of them, through skills and occupations they acquired in the service, can easily fit into the existing job market.

These returning veterans are experienced, knowledgeable, and mature. They also have a sense of responsibility—in performing the job, producing a quality product, and seeking greater involvement.

Industry in general does not equate a military occupation with an industrial one. They fail to recognize fully

---

Engineering impact. *As a group, returning servicemen are a potential workforce that is experienced, skilled, and knowledgeable. Whether enlisted men or officers, they are adept at translating military specifications or working to them. They can be invaluable in unraveling the exact meaning from confusing specifications.*

They can also determine testing procedures, quality control methods, and follow-up reports necessary to comply with the military specs.

Of prime importance is their work with advanced mechanisms and systems (solid-state circuitry, computerized technology, ultrasonic test instruments, etc). They also can read wiring schematics, blueprints, and procedure manuals.

A former noncommissioned officer (sergeant on up) can also be an excellent team chief, line leader or shift foreman. He also fits in well in the role of inspector, tester, or troubleshooter.

Maintenance functions also demand the talents of this workforce. Where else can you find young men (between 22 to 24) with a minimum of two years, and an average of three to four years, of skilled, technical experience in such areas as electronics, hydraulics, diesel, etc? These same men also know about the operation, use and value of meters, tools, etc. Coupled with this knowledge is their experience in the disciplines and responsibilities of a regular work routine. Many are already used to shift work.

Men who have served in such sections as the Seabees and the Engineering Battalions bring much talent to the facilities group. Their special attribute is working quickly and efficiently under a wide variety of difficult, often hazardous conditions. These returnees can be used in monitoring, maintaining, and repairing facilities. They can also design and build many support systems for the plant (ventilation, lighting, heating, etc.) in addition to planning layouts, expansion, etc.

Many of those returning are suited to assume the responsibilities of project engineer or an assistant. Those from the Air Force and Navy especially fall into this category. Their duties of designing processes, utilities, and power systems place them in good stead. They also can maintain and repair systems.

The industrial engineer can also contribute. The design of special jigs and fixtures (foot-operated, air actuated, etc.) for disabled and handicapped ex-servicemen can put such men productively on the work roles. They possess the same skills and talents, and can do just as good a job as their uninjured counterparts. In this connection, it is also important to bear in mind that not all disabled veterans are handicapped.

shortage

the skills, techniques, and knowledge that a man acquires and the experiences he gains in the service.

Many men in the service today, are repairing, maintaining or operating highly sophisticated electronic equipment. And they do this work for two to four years. This is good, solid, basic experience. Yet, industry dismisses this.

However, if a man offered similar industrial experience, he would be readily hired. He would be considered a prime employee—a choice catch.

And the examples don't stop with the electronic field. There are machinists, electricians, toolmakers, material handlers, welders, and other specialists.

His skills contribute to industry

Jobs, whether done in the military or industry, require certain talents, skills, and knowledge. The products might be different, the equipment may not be the same, but what goes into the job is.

Each branch of service has a booklet describing the essential aspects of each job. The duties, skills and knowledge, physical and mental requirements for each individual job are described. There is also a section which lists the related civilian occupations.

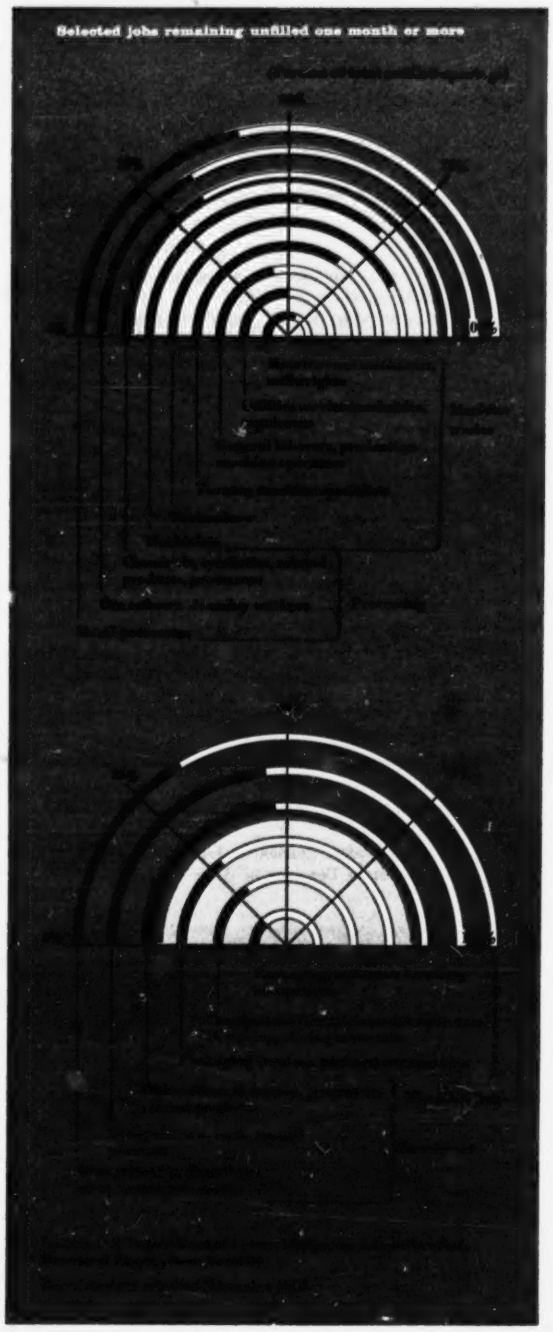
For instance, in the job skill of welder, related civilian occupations include drop hammer operator, welder, or flame cutter. Rather than going through each manual, the New York Regional Office of the U.S. Department of Labor, Veterans Employment Service, grouped functions such as combat engineering, armor, field artillery, field communications, etc.

They've written a small paragraph on the duties and jobs involved. Then they have related these tasks to a series of applicable civilian jobs. (See illustration on next page for examples.)

This shows a correlation between military and civilian jobs. The skills learned in a military job can be transferred or adapted to an industrial situation. It is industry's responsibility to use these skills.

And industry has a labor shortage

Labor is in short supply, there is no denying it. From figures released by the Bureau of Employment Security, U.S. Department of Labor (see illustrations) it's obvious that some job openings exist for a long time. Illustration at right shows civilian occupations with openings for a month or longer. Labor shortages



generally, and regionally (by metropolitan areas) are depicted in the chart at far right.

Figures showing the occupational situation nationwide come from reports by State Employment Service offices. Data have been broken down to show the number of unfilled openings, openings unfilled for more than a month, and jobs unfilled in each classification.

While the figures reveal the situation in local State Employment Service offices, there is a correlation for the total local area. The Labor Department conducted surveys that indicated that unfilled openings in the employment service office are representative of total openings in the area.

The current situation, as illustrated, can be relieved. In the examples on page 73 (processing, machine trades, benchwork, miscellaneous), there are military personnel with experience and training in these areas. These men are being or will be separated from the service and will enter the job market. This potential pool of manpower can relieve the labor shortage.

Military tries to place veterans

Many draftees and enlistees continue to use civilian skills in the military. Others gain new knowledge and skills. Many of these skills can be transferred directly to civilian life.

Former President Lyndon B. Johnson, in his Manpower Report to Congress in April 1967, said, "We must make military service a path to productive careers." He asked the Secretary of Defense "to make available, to the maximum extent possible, in-service training and educational opportunities which will increase their chances for employment in civilian life."

Based upon Johnson's message, the Department of Defense established Project Transition. In one phase of the overall program, industry and individual plants have a key role.

They are asked to train servicemen soon to be discharged. The man (who has one to six months remaining in service), is to be trained in a specific skill for which the company has an immediate opening.

The company plans the instruction and provides materials, equipment, and the instructor. The military installation supplies the men and facilities.

Servicemen first volunteer to take these courses (on a part-time basis). Then they are screened and selected according to company criteria. At the end of the course, the company is expected to offer successful students jobs for which they have been trained.

Currently, Project Transition operates at 240 military bases. The Army has 42 bases in the project, the Navy 14, the Marine Corps 5, and the Air Force 179. Only the Air Force, so far, has extended the program to its overseas bases.

The program is ideal for those based in the United States. But large numbers of men are stationed over-

Military occupational skills and civilian employment counterpart

Metalworking: (Military) Includes the repair, repainting, and installation of metal body components, radiators, fuel tanks and related items; the forging and welding of metal articles and parts for use in maintaining and repairing military equipment; and the use of machine tools for fabricating, repairing, modifying.

Related civilian occupations: Blacksmith, brazer, forgeman, forge-shop foreman, machine-shop foreman, machine tool operator, machinist, metal finisher, sheet metalworker, spray painter, tool grinder, welder.

Utilities: (Military) Covers the assembly, installation, maintenance, and repair of heating and ventilating, plumbing, refrigeration and air conditioning and water supply equipment, the generation of such commercially used gases as oxygen, carbon dioxide and acetylene, and firefighting.

Related civilian occupations: Air conditioning mechanic, building maintenance man, gas plant operator, pipefitter, plumber, refrigeration mechanic, sheet metalworker, utilities and maintenance foreman, ventilation man.

Source: U.S. Department of Labor, Veterans Employment Service, New York Regional Office.

seas and on ships. Usually when these men return they are immediately eligible for separation.

To help these men, the military is planning a program for them to volunteer for Project Transition in lieu of immediate separation. Naval personnel would be given training if they volunteered to serve out 90 days or less of their time remaining under Project Transition rather than accept immediate release.

Besides industrial training, Project Transition also offers job counseling, basic education courses, job placement help, and follow-up counseling.

Employment services try to bridge gap

During the separation process, servicemen receive orientation. They are informed of their health and educational benefits, re-employment rights, etc. Representatives of various governmental agencies discuss briefly each of the benefits, services, etc. However, since discharge is just a door away, retention is slim. Therefore, some follow-up does occur.

Veterans Assistance Centers, operated by the Veterans Administration, concentrate on the disadvantaged veteran. The procedure is involved, yet simple.

The Department of Defense sends each local center a list of discharged, disadvantaged servicemen in its area. The center initially writes to the returned servicemen. If there is no response, a telephone call is made. If the veteran still doesn't come into the center, a personal visit is made.

The veteran is informed of his rights and privileges. He is told of the employment services available, and he can come to the center for testing and counseling.

In essence, the Veterans Assistance Center is a one-stop, personalized service to get disadvantaged, returning servicemen back into the civilian job market.

The Veterans Employment Service, a part of the U.S. Department of Labor, works closely with each State Employment Service. The Veterans service refers the returning serviceman to the State Employment Service, which tries to place him in a meaningful job. Employment service representatives also aid the Veterans Administration. Basically, the Veterans Employment Service places qualified men in a job through the efforts of the State Employment Service. The Veterans service asks the State offices to give job priority to the serviceman.

The Office of Veterans Re-employment Rights, U.S.

Job openings unfilled more than one month

Rank	Area	Unfilled one month or longer	% of total unfilled
1	New York, N. Y.	17,848	43.6
2	Chicago, Ill.	9,089	32.3
3	Los Angeles-Long Beach, Calif.	5,269	32.6
4	Boston, Mass.	9,091	74.7
5	Washington, D. C.-Va.-Md.	3,441	68.8
6	Newark, N. J.	5,900	74.3
7	Houston, Texas	1,444	19.6
8	Philadelphia, Pa.-N. J.	3,889	51.7
9	Dallas, Texas	3,438	46.1
10	Minneapolis-St. Paul, Minn.	3,410	56.8
11	Seattle-Everett, Wash.	4,084	69.6
12	St. Louis, Mo.-Ill.	2,783	30.7
13	San Francisco-Oakland, Calif.	1,815	34.3
14	Detroit, Mich.	3,292	46.3
15	Baltimore, Md.	2,077	45.1
16	Buffalo, N. Y.	3,130	42.7
17	Milwaukee, Wis.	2,188	53.1
18	Providence, R. I.-Mass.	1,843	45.3
19	Atlanta, Ga.	875	21.6
20	Albany-Schenectady-Troy, N. Y.	2,359	59.9
21	Rochester, N. Y.	2,296	58.4
22	Fort Worth, Texas	1,465	36.7
23	Cleveland, Ohio	1,708	48.4
24	Kansas City, Mo.-Kan.	1,309	37.1
25	Pittsburgh, Pa.	1,248	27.3
26	Paterson-Clifton-Passaic, N. J.	1,789	58.3
27	San Jose, Calif.	609	23.4
28	Honolulu, Hawaii	848	23.7
29	Hartford, Conn.	919	37.1
30	Columbus, Ohio	1,118	46.0
31	Indianapolis, Ind.	874	38.1
32	Cincinnati, Ohio-Ky.-Ind.	855	27.5
33	Jersey City, N. J.	1,008	44.7
34	Miami, Fla.	301	17.9
35	Gary-Hammond-E. Chicago, Ind.	1,513	78.6
36	Charlotte, N. C.	1,112	65.0
37	Norfolk-Portsmouth, Va.	702	30.0
38	Dayton, Ohio	665	34.2
39	San Antonio, Texas	498	25.5
40	Anaheim-Santa Ana, Calif.	491	25.5
41	Syracuse, N. Y.	1,003	52.6
42	Denver, Colo.	306	16.3
43	San Diego, Calif.	366	19.4
44	Akron, Ohio	745	39.7
45	Toledo, Ohio-Mich.	975	38.5
46	Youngstown-Warren, Ohio	891	54.1
47	Phoenix, Ariz.	615	28.4
48	Louisville, Ky.-Ind.	478	31.5
49	Tampa-St. Petersburg, Fla.	371	25.9
50	San Bernardino, Calif.	190	13.9
51	Portland, Ore.-Wash.	367	25.8
52	Oklahoma City, Okla.	380	27.8
53	Memphis, Tenn.-Ark.	208	15.4
54	Salt Lake City, Utah	113	9.7
55	Birmingham, Ala.	207	17.9
56	Manchester, N. H.	640	88.8
57	Des Moines, Iowa	540	51.4
58	Wichita, Kan.	82	8.0
59	Wilmington, Del.-Md.-N. J.	505	51.8
60	Albuquerque, N. M.	651	71.4
61	Sacramento, Calif.	136	15.5
62	New Orleans, La.	296	35.3
63	Burlington, Vt.	305	56.8
64	San Juan, P. R.	260	38.6
65	Las Vegas, Nev.	71	13.8
66	Columbia, S. C.	95	19.3
67	Omaha, Neb.-Iowa	187	37.8

Source: U.S. Department of Labor, Manpower Administration

Department of Labor in New York, undertook an interesting 90-day pilot project. It strove to put employers into direct contact with the serviceman who is returning home.

Using Form OVRR-2 (Re-employment rights and employment data), which notifies the office of returning servicemen, the office opened its files to interested companies. The form contains the serviceman's name, address, military occupational skills, previous civilian employers, and type of job held.

The office solicited potential employers in the New York, New Jersey, and Connecticut areas. Interested companies sent representatives to look through the files and select servicemen who might qualify as employees. Usually the companies wrote to the individual describing the company and position available.

To date, 70% of the 175 companies involved have hired 432 men. Since the final report on this program is still being completed, no decision has been made to expand this program nationwide. Currently, the New York program is waiting for a final decision.

Modern Manufacturing's transition plan

Although governmental and private organizations are smoothing the serviceman's transition, the largest problem is the lack of communications between the different groups. There is also a red tape problem.

From now until 1975, the job market will change. For instance, the labor force profile will change. The biggest influx will be those in the under 25 and 25–34 age group (see top illustration at right).

And various skills will be needed. The center illustration shows the current profile of the most populated skilled occupations. The bottom illustration shows the growth and replacement (due to retirements, deaths, etc.) needed in these skilled occupations until 1975.

All of this, plus your own estimates of manpower needs, places a premium on the returning serviceman. Therefore, MODERN MANUFACTURING proposes the following transition program:

- Earlier orientation. Most counseling, training, and placement is done at or after separation. We propose that orientation take place before separation.

We suggest that the local military installation establish an orientation program for men three to six months before they are discharged. This can be done during Commander's time. Such topics as how to get a job, be interviewed, and write a resume can be presented. And this is the time for the serviceman to learn about his rights, privileges, and benefits.

At this point, he is a captive audience. He can start to think of civilian life and what to do with it. Then, he can more effectively plan his future.

- Return servicemen earlier. Veterans wanting to enroll in a civilian school are discharged earlier. Why not apply this rule for Project Transition?

Volunteers accepted in a Project Transition course should be sent to the military installation at the proper time so completion of the course coincides with their discharge date. Then they are not delayed in entering the civilian job market.

- Establish a veteran skills bank. Six months before men are discharged, military bases should send to the next higher command (until it reaches the Pentagon) a list of all men scheduled to be released. The data (which would be computerized) should include the man's name, service occupation, civilian related occupation, any civilian experience, and home address.

If an employer or a group of employers in a certain area desire a certain skill or group of skills, they can find the specific individuals by pushing a button on a computer. A nationwide job placement network would be available.

Or, the entire list could be sent to a centralized agency to distribute it and act as liaison between government, servicemen, and *bona fide* employers.

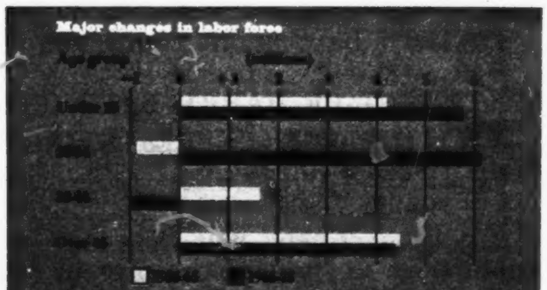
- Institute job opportunity center. This, as envisioned, would be staffed by volunteers from industry. It would operate either on a base (preferably) or near one. Servicemen soon to be released would be told about opportunities in the local area. They also would be guided in determining where their military skills might be most valuable. This center would cooperate with personnel groups on the base.

Firms interested in participating in such a venture are asked to contact MODERN MANUFACTURING.

We will be your bridge to the veteran

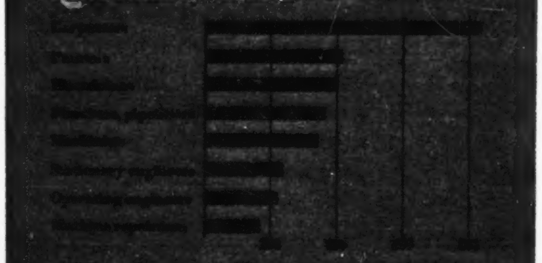
MODERN MANUFACTURING cannot emphasize too greatly the skills and talents of the returning servicemen. And, we cannot stress too strongly the advantages they bring to industry. To establish the momentum needed to place these men and for employers to contact them, we propose the following:

Major changes in labor force



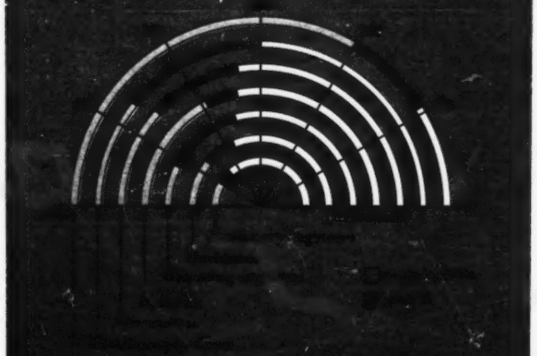
[illegible]

Skilled workers by occupations



[illegible]

Replacement/growth in skilled occupations—1965-1975



[illegible]

MODERN MANUFACTURING will act as liaison for a nationwide job information program. To start this program, we need industry's assistance, advice, and guidance. We want you to contact us about your job openings. We want to know what jobs are available, where they are located, etc.

With this data we will contact the Department of Defense and/or the specific services and military installations. We will inform them of your needs and see to it that they contact you. We will be your bridge to the returning serviceman.

Our service puts veterans in your plant

Through this program we hope to create an immediate, interim job information and placement service that is centralized and covers the nation. Currently, none exists for the veteran. However, there are such movements in various talking and planning stages. We will strive, through your assistance, to bring these plans to fruition. Then, the veteran will have a source of available job opportunities.

We also note a bill proposed by Sen. Jacob K. Javits, (R., N.Y.). In 1968, he proposed the Veterans' Employment and Relocation Assistance Act. This bill would assist newly discharged veterans in locating job opportunities anywhere in the country. It would also give them financial assistance in applying for such jobs and in relocating.

Sources close to Sen. Javits indicate that he will soon propose such a bill again and that it will pass through hearings. It stands, as of this date, a good chance of passage.

But success depends upon you. We particularly appeal to the small to medium-sized plants. You give us the data, we will take the ball from there.

Firms interested in participating in this job information program are urged to write to the Editor, MODERN MANUFACTURING, McGraw-Hill, Inc., 330 West 42nd Street, New York, N.Y. 10036. ■

Reprints are available

from the Reader Service Department of MODERN MANUFACTURING, 330 West 42nd St., New York, N.Y. 10036. Single copies $.75, 2-24 copies $.60 each, 25-99 copies $.50 each. See free offer on Reader Service Cards.

Senator Cranston. Our next to the last witness is Dr. Harry Bard, president, Baltimore Community College, representing the American Association of Junior Colleges.

Dr. Bard, I appreciate your being with us.

STATEMENT OF HARRY BARD, PRESIDENT, BALTIMORE COMMUNITY COLLEGE, REPRESENTING THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES

Mr. Bard. Thank you, Senator Cranston. Would you like for me to summarize in light of the pressure of time?

Senator Cranston. If you could, I would appreciate it very much.

Mr. Bard. Let me thank you on the part of the groups I represent for the opportunity to speak. I would like to comment especially on S. 2668, and particularly that portion which is more commonly known as the PREP project, which I know is very dear to your heart.

I would like to explain why the junior and community colleges have a strong interest in this program.

Our college and about 1,000 community colleges in America, with 2 million students, are the most rapidly growing in terms of enrollment in American higher education. We are strongly committed to broadening educational opportunity, and reaching people with deficient educational backgrounds, in order to provide both the motivation that will make post-secondary education possible for them and the success that follows on the job.

I would like to describe what we are doing along the lines that are embodied in S. 2668, particularly some portions.

At our own college, the Community College of Baltimore we have a student population of about 4,000. We make special efforts to meet the needs of the disadvantaged. In some census tracts in Baltimore City fewer than 5 percent of the college-age youths are in higher education, while in other areas, black and white in composition, the number of high school graduates attending any college is as low as 10 percent.

Through new curriculum structures and recruitment projects, hundreds of young people in Baltimore, who never thought college was for them, are succeeding in personality fulfillment and in providing the city with personnel for second level jobs in governmental services, health careers, business, and the technologies.

I might add that those governmental service programs include law enforcement and fire service curriculum offerings. We have about 300 enrolled in the law enforcement program, and about 200 in the fire service program.

I mention that because earlier questions were addressed as to why more veterans were not entering the police force. We have found that where educational institutions have strong programs in these areas, personnel are entering these governmental services.

For the first time in a number of years, there are no critical shortages in terms of personnel demands for the Baltimore City Police Department. By no shortages, I mean none other than those that are due to normal turnover.

We are so close to Washington, and I think in a sense the comparison here might be interesting.

At the Community College of Baltimore and at other junior colleges, high school dropouts are prepared for a high school equivalency test, and when they pass these examinations, they stay in the colleges for both transfer and career programs.

If such success can come to the nonveteran, it can certainly be brought to the more mature veteran. I think much of the success is due to the counseling service. Yet other services such as recruitment and other services that would be offered under this particular bill bring success to the high school dropout. As one who has been associated with the junior college movement for 10 years with a good deal of interest in this whole problem of remediation, I say the bill holds a good deal of promise. I would endorse it strongly.

I could comment on some of the other bills, but the comments which I have in mind are embodied in my prepared statement.

I would add one other point, well, two other points.

One is that I think Project Transition is to be highly commended. I would also add that it is my hope that you will embody the comments of Dr. J. W. McDaniel, who retired last year as superintendent of San Bernadino College, to become manager of a paper. His paper, copies of which you have, Mr. Chairman, are highly important.

I will be happy to answer any questions you have in mind.

Senator CRANSTON. I appreciate that very much, and you have submitted your entire prepared statement for the record.

(The prepared statement of Mr. Bard and the American Association of Junior Colleges follow:)

PREPARED STATEMENT OF DR. HARRY BARD, PRESIDENT, THE COMMUNITY COLLEGE OF BALTIMORE

Mr. Chairman, I wish to thank you for giving me the opportunity to give you my views on these important measures on veterans education. These bills offer needed changes in veterans legislation, and I commend you for your interest in them.

As situations change, programs must change also. I think that is the basic argument in favor of these bills. I have not delved into the historical statistics, so I do not know whether the current ratio of high school dropouts—23 percent—in the military service is higher than it used to be. What is certain is that our national sense of responsibility for these people, to whom we often refer as the "disadvantaged," has significantly increased. The problems of the under-educated impinge upon our consciences as never before. To a certain extent, this is because their problems have never, comparatively been so great: expectations have risen while at the same time employment opportunities for the unskilled have been dwindling.

Thus, while the lack of special provision for the disadvantaged, the high school dropout, the unskilled, in the original GI Bill of Rights did not disturb us, it has more recently loomed as a glaring omission. Previous legislative attempts to correct the situation, as in the 1967 amendments, were steps in the right direction, but experience has shown that they were not adequate, and that additional programs are needed.

Before I comment on the specific provisions of the various bills, I would like to explain why junior and community colleges have a strong interest in them. As you probably know, we are committed to broadening educational opportunity, and in reaching people with deficient educational backgrounds to provide both the motivation and the remediation which will make post-secondary education possible for them. A great many junior and community colleges have active programs of this nature and have developed reasonably successful techniques for dealing with academic deficiencies.

At our own college, the Community College of Baltimore, we have made special efforts to meet the needs of the disadvantaged. Our findings indicate that for some census tracts in the inner city fewer than 5% of the college age youths are in any higher educational institution. While for other geographical sections—surrounding the inner city—black and white in composition, the number of high school graduates attending any college is as low as 10%. Through special recruitment programs and through new curriculum structure, as well as through remediation and development projects hundreds of young people in Baltimore who never thought college was for them are succeeding in personal fulfillment and supplying the city with needed personnel in the second level jobs in allied health, the technologies, business, governmental services and general services. Moreover, high school dropouts are prepared at our college for high school equivalency tests and when they pass these exams they stay in the college for both transfer and career programs. If such success can come to a nonveteran, it can certainly be brought to the more mature veteran.

Being less expensive and closer to home, junior and community colleges have a greater percentage of less affluent students than do other types of colleges; their "open door" policy permits them to offer post-secondary education to a greater number of high-risk students, and gives them broad experience in working with such students; and their variety of programing, which includes a good mix of occupational-technical as well as academic curricula, offers a wider choice to a student whose academic legs are shaky in any case, and whose real aim is to qualify for a good job.

All this being said, the junior-community college interest in the proposed legislation becomes quite clear: what we can do for the non-veteran, we can do for the veteran. Actually, we already have many veterans on our campuses. But these legislative improvements would enable us to do a great deal more, and more effectively.

Now I would like to make some specific comments.

S. 2668. The programs proposed in this bill would be very valuable. To take the second part first, I have long been in favor of the concept behind Project Transition. Providing education and training opportunities for servicemen before their association with the military is terminated, while they are still located on a military base and easy to get in touch with, is a most commendable step, especially for the near-veteran whose motivation level is low.

The main problem with Project Transition has been lack of money. It has to depend on the largesse of others, and in this regard has been rather successful in some job training programs with large industries. Colleges and universities do not generally have money to spare for an operation like this, and because of this, there have been precious few college-oriented programs under Project Transition.

I also want to make some specific comments on the Prep Program:

(1) One of the problems with the pre-discharge educational concept is publicity and recruitment of students. The bill does not specifically provide funds for this. Perhaps this could be combined with the outreach approach outlined in S. 2700.

(2) Does the training have to take place at the educational institution, or can the institution send staff to the military base? The flexibility of having the training either place would be desirable for most institutions.

(3) Allowing the training period to extend up to 12 months, rather than the six-month period allowed under Project Transition, will give the time to do much more effective preparatory work for future college study.

In S. 2668, there is commendable recognition that remedial training is expensive. The proposal to pay the educational institution for remedial training of veterans with educational deficiencies will be most welcome to colleges which are devoting scarce funds to this purpose, and will enable them to broaden and extend their services. It surely will bring many more schools into the program.

S. 2506. This bill would rectify a difficult problem for many institutions which enroll veterans with educational deficiencies. The fourteen-hour definition of a full-time course load has become a stumbling block for both the colleges and the veterans. If a student has serious remedial needs, for him a "full-time load" may have to be a fewer credit hours than a better prepared student can carry. Such a student might fail under the weight of a fourteen-hour course load. If the Congress and the Veteran's Administration expect the colleges to help poorly prepared veterans, and if they expect to encourage these veterans to undertake further education, there will have to be more compassion in the rules and regulations to allow for the difficulty a student may encounter in the process of catching up.

Of the two alternatives presented in S. 2506 of June 30 and July 24, we believe that the July 24 approach is superior. This approach in effect leaves it to the college to make its own definition of a full course load in charging full-time tuition. This is better than twelve or fourteen or any specific number of hours, and will permit a college to make an unpressured judgment as to what constitutes a full load for its remedial veteran students.

S. 1088 and S. 2700. These two bills, the first providing for employment and relocation assistance to veterans, and the second for various kinds of "outreach" services in informing veterans of their rights, privileges and possibilities, seem to me to be complementary. Their best elements could well be combined into a single service. In any case, I would be loath to see duplicative and competing networks of relocation centers and assistance centers set up.

They both are directed toward providing very useful assistance to veterans—especially toward those who don't quite know what to do upon leaving the service, whether it be because they have not gained a salable skill in the service, or because they need to know how and where to make use of the skills they have gained. The outreach approach is very useful for al kinds of purposes. Centers on the discharge bases should be the first stop, where a serviceman can learn about the education, training, and employment services which are available to him as a veteran. Neighborhood assistance or outreach centers, as a readily accessible part of the environment could again combine the information service envisioned in S. 2700 with the more practical employment and training services of S. 1088. Thus veterans could be contacted, motivated, informed, and assisted with job training and immediate employment, if appropriate, or advised about college-going possibilities under the GI Bill of Rights, if appropriate.

I know that the staffs of hundreds of colleges share my support of these measures, as does the American Association of Junior Colleges. I have with me written comment from J. W. McDaniel, who retired last year as Superintendent-President of San Bernardino Valley College to become Managing Director of Evaluation Technology Corporation. Dr. McDaniel has been making a feasibility study on Project Transition for the American Association of Junior Colleges. I hope, Mr. Chairman, you will make his statement a part of this record.

I thank you again for your courtesy in letting me appear. These bills hold great promise for the veterans of the Vietnam era. I hope they can be adopted by the Congress this year. Let me assure you that the American Association of Junior Colleges will gladly provide any further assistance you may desire. If you have any questions, I will be glad to try to answer them.

PREPARED STATEMENT OF THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES

Mr. Chairman and Members of the Committee:

This is a statement in favor of Senaate Bill 2668. It is submitted on behalf of the American Association of Junior Colleges, a national organization made up of almost one thousand public and private community colleges widely spread throughout the United States. The statement has been prepared by Mr. J. W. McDaniel, a retired public junior college administrator in California who has completed more than forty years of work in junior college education. At the present time, Mr. McDaniel is conducting, at the request of the American Association of Junior Colleges, a nationwide study of the feasibility of a closer linkage of community colleges with the Department of Defense pre-discharge program, Project Transition. Findings of this study relate directly to the proposed legislation under consideration by this committee.

This statement presents eight points in favor of your support of S. 2668:

1. Re-entry of military personnel into productive and satisfying participation in civilian life will require much education.
2. The major portion of the cost of the re-education of military personnel is properly a responsibility of the federal government.
3. Community colleges will be expected and are prepared to contribute extensive resources to the support of the purposes of this bill.
4. Community colleges must have the kind of financial support that S. 2668 proposes in order to participate maximally in the education of pre-discharge military personnel and veterans.
5. S. 2668 recognizes the crucial relationship of the pre-discharge period to decision making about later career plans.
6. S. 2668 recognizes the urgency of the need of many veterans and separatees for expert help in career planning and in job finding.

7. S. 2668 recognizes the need on the part of educational institutions and of the agencies that support training for flexibility in such standards and regulations as size of student load, acceptable course patterns, and time of completion.

8. Finally, S. 2668 recognizes that there are among men in the armed forces some who, because of deficiencies in previous education, will require special assistance in the preparation for and completion of programs of education, and that this special assistance requires time and support additional to normal educational requirements.

Reentry of military personnel into productive and satisfying participation in civilian life will require much education.

This statement is almost a truism. Increases in knowledge, technological changes in manpower requirements, and the normal curve of forgetting require constant upgrading by all productive citizens. Returning military personnel have two special constraints. Their normal educational and career progression has been interrupted during crucial years in their lives, and their military training is usually of little civilian use. In a U.S. Census Bureau Survey of Veterans under 35,[1] made in 1964, it was found that, of all veterans surveyed: 10 percent reported military training was of "considerable use," 22 percent reported "of some use," 68 percent reported "of no use."

It was further found that usefulness of military service training was directly related to pre-service educational level; those veterans whose prior education needed upgrading the most profited the least from their military training.

The major portion of the cost of the reeducation of military personnel is properly a responsibility of the Federal Government: This assumption needs no argument. It is a corollary to the principle that national defense is a national rather than a state or local responsibility. In practice the costs of education are shared between private citizens and government at all levels. Federal support of education for servicemen represents only a greater than normal degree of responsibility.

Community colleges will be expected and are prepared to contribute extensive resources to the support of the purposes of this bill.

The interest of community colleges in S. 2668 flows from their past, present, and expected future involvement in the education of servicemen and of veterans. In 1968 there were 993 community colleges so widely distributed that one or more is in commuting distance of the home town of most servicemen. Community colleges are of special significance to the education of military personnel and veterans because of: their availability, their predominantly open-door admission policies, their combinations of academic and vocational curricula, their multilevel instruction adapted to levels of readiness of students, their relative economy, their experience since World War II in the education of servicemen and veterans.

The American Association of Junior Colleges' study of the feasibility of closer involvement in the Transition Program has found that: 53 community colleges are located near enough to provide services to the larger separation centers, all 53 of these colleges offer some service to the separation centers; services range from extensive programs of special courses offered on campus or military base (as at Colorado Springs and Killeen) to the acceptance on campus of walk-in servicemen to regular counseling and instructional programs, 16 of the colleges have "well organized programs that include cooperative relationships with military authorities;" both college administrators and military separation center personnel (military and civilian) share the opinion that more use of community college services would be helpful and would be feasible.

Community colleges must have this kind of financial support that S. 2668 proposes in order to participate maximally in the education of predischarge military personnel and of veterans.

It will be noted that the American Association of Junior Colleges' feasibility study found only 16 of the community colleges near large separation centers to have "well organized programs" of services for these centers. Each of these sixteen indicated that much more could be done. All of the colleges expressed interest in expanding their programs. The major need for this expansion is for financial support. Community colleges are near the upper margin of their ability to absorb more students without additional funds.

---

[1] *Military Service and the Readjustment of Servicemen to Civilian Life.* Office of the Assistant Secretary of Defense (Manpower and Research Affairs) April 1969, p. 13.

The proposed ceiling of $150 per enrollee per month is minimal. Costs vary from state to state but, to use California as an example, this amount of money would pay the costs of programs involving mostly regular on-going courses and services. It would not quite cover the costs of programs for students in need of extensive special services.

S. 2668 recognizes the crucial relationship of the predischarge period to decisionmaking about later career plans.

Newspaper feature stories occasionally describe the plight of the veteran who returns to his home town only to discover that he is unemployable. To find ways to reduce the frequency of this situation was a principal purpose of Mr. McDaniel's feasibility study. One proposed way was to develop pre-discharge counseling services and college admission arrangements that would link each separatee with his home town (or other chosen) college. It would appear that the costs of services of these kinds could be provided under S. 2668. The community colleges are ready to develop and provide the services.

S. 2668 recognizes the urgency of the need of many veterans and separatees for expert help in career planning and in job finding.

Community college counselors and Transition Project counselors confirm this need. It would be the hope of college officers that regulations for the administration of paragraph 1695 include authorization for college counseling services to participate in providing these services.

S. 1668 recognizes the need, on the part of educational institutions and of the agencies that support training for flexibility in such standards and regulations as size of student load, acceptable course pattern, and time of completion.

The proposed amendment to Sec 2, Section 1684(a) will be applauded by community college counselors. After World War II many veterans were forced into courses they did not want and that led them to drop out of college by regulations that based financial support upon an assumed superiority of courses leading to a B.A. degree over courses leading to employability. Laws and regulations cannot determine best educational programs for individuals. This is the point of authorizing counseling services. In the interest of individualizing educational programs community college counselors would urge that "standard college degree" in line 12 of Sec 2, Section 1684(a) include the "Associate of Arts" and "Associate of Science" degrees.

S. 2668 recognizes that there are among men in the Armed Forces some who, because of deficiencies in previous education, will require special assistance in the preparation for and in the completion of programs of education, and that this special assistance requires time and support additional to normal educational requirements.

Findings of the American Association of Junior Colleges' feasibility study fully support the need for "out-reach" programs of contact, recruitment, counseling, and basic education. A part of the relatively low use of "G.I." benefits can be traced to the need for the development of motivation by personal contact in addition to notification by official publicity. Members of the Committee would be impressed with the reality of this situation by observation of programs operated at Fort Dix by Staten Island Community College and at Fort Leonard Wood by Webster College. In each of these locations men with no early hope for careers that involve higher education are being strengthened in ability and in self confidence to the point of planning such a destiny. These kinds of education are expensive. The limited support in S. 2668 would not carry all of the cost. But it would stimulate the community colleges, and others, to commit themselves to work in the direction of more realistic open doors than now exist. Your support is urged.

Senator **Cranston**. As an answer to one question you raised in your prepared statement, the PREP training would indeed take place at or near military bases. I agree with you that flexibility is desirable here.

How many veterans paying full-time tuition are taking less than 14 hours?

Mr. **Bard**. Our college is not on trimester plan. The Pennsylvania situation, which was described earlier, would of necessity require an adjustment along these lines.

However, it is true that we do have a goodly number of veterans at our own institutions who would be taking less than 12 credited hours. The Veterans' Administration doesn't let us permit the counting of so-called credit equivalent hours; that is, courses that deal with remediation for a full year program. Their point is valid in part in that taking such courses that are not credited extends the period necessary for graduation beyond the 4 years of GI support for college education.

Senator **Cranston**. Do many veterans get into the position of having to take noncredit courses and get into the position of falling below the credit hours required?

Mr. **Bard**. Yes. That is particularly true in a community college. It is highly important that we deal with the whole area of remedial education, so that we get the young person to realize, if he has had one experience and failed, that this does not condemn him in life, and I would say that the whole community college feels, and our processes are based on this concept that one can learn through failure as well as through success, and if he seeks to remedy his failures, indeed if it is directed properly by counseling and other remediation activities, he often can go on and achieve success that would be far beyond that had he had, let us say, mediocre success to start with.

Senator **Cranston**. In regard to the PREP program, do you think the educational institutions that become involved in it should be expected to bear a share of the costs?

Mr. **Bard**. I think the costs as indicated here would cover an institution such as ours. It would not, of course, cover the conscientiousness, the compassion, the dedication that goes far beyond the line of duty which holds true for many members of our staff who just wait around beyond hours to work with young people who have problems.

But I would say the costs as allocated now would cover the charges that they would have.

I could conceive, however, that where institutions operate with a per-student cost that runs above $1,500 per year—and many do—you are going to run into problems. We are not up that high.

Senator **Cranston**. You understand that $150 a month is what the bill provides.

Mr. **Bard**. I understand that perfectly. The $150 per month would cover the per-student costs at our college, because we are not up to a per-student cost of $1,500 a year.

However, I can conceive of our college moving in this direction, let us say, 3 years from now, and I know there are some colleges that are up there now. I know there are two Maryland colleges that are operating at a point where that amount would not cover the costs, especially if one considers that classes for these students will be small.

Senator **Cranston**. Thank you for being with us.

Our last witness, representing Chancellor Glenn S. Dumke, the California State Colleges, is Robert F. Carmody, Washington representative.

STATEMENT OF GLENN S. DUMKE, CHANCELLOR OF THE CALIFORNIA STATE COLLEGE SYSTEM, PRESENTED BY ROBERT F. CARMODY, JR., SPECIAL ASSISTANT FOR GOVERNMENTAL AFFAIRS, CALIFORNIA STATE COLLEGES

Mr. CARMODY (reading):

Mr. Chairman and members of the subcommittee: Thank you for the opportunity to appear and present our views on this legislation. I strongly support the provisions of S. 2668, which permit the Veterans' Administration to finance the cost of special refresher courses, counseling, tutorial or remedial assistance or other forms of special supplementary assistance to permit veterans to successfully pursue a college program.

Many veterans are not prepared to enter college as regular students and take advantage of veterans' educational benefits. It is unreasonable to expect a man in his twenties or older to return to a regular public high school to make up these deficiencies, especially if he has a family.

It is also far more efficient to provide him with a more intensive program which permits him to make up his academic deficiencies and probably at the same time begin to take college-level courses. Without the funding provided for in this amendment, it would be difficult to provide adequate counseling and remedial work. The existing special educational opportunity programs are suffering badly from the lack of adequate funds and cannot be expended to provide the needed services for veterans without support such as this amendment authorizes.

Since the California State Colleges, the University of California, the California Community Colleges, and the majority of institutions throughout the nation regard a student as a full-time student if he is pursuing twelve or more semester hours or the equivalent, the twelve hour definition of full-time student should replace the fourteen hour definition now in the legislation.

If it is desirable to provide some flexibility, then the language could define a full-time student as "one who is taking twelve or more semester hours or the equivalent, unless the institution requires a higher course load for full-time status. In no event shall more than the equivalent of a fourteen unit course load be required to qualify a student as full-time for the purpose of receiving veterans benefits."

Any attempt to define a "full-time student" in terms of tuition payments would discriminate against students in public institutions such as those in California, which do not charge tuition to resident students, although they may have student fees.

I strongly support the establishment of a Pre-discharge Educational Program (PREP) as provided for in Subchapter V. It is during the last year of a serviceman's military service that he makes his plans for his future education and career. If he is to be reached and helped to prepare himself for further education and advancement, it should be accomplished in this period of time, rather than after he has embarked on a less rewarding career or joined the ranks of the unemployed.

This legislation would provide statutory authority for what has bene developed in the form of "Project Transition" by the military services. The transition concept has shown great promise and has had some success. It has been hampered by the lack of a statutory basis, virtually no permanent staff, dependence on "finding" surplus installation level education and training funds rather than an appropriation, and opposition from many military commanders who fear it would hurt reenlistment rates.

This legislation would provide the needed statutory basis and impetus for the programs to expand the transition concept. If this legislation is enacted and implemented, as soon as possible, it can have substantial impact on the numbers of veterans who are prepared to enter regular college programs in the 1970–71 academic year.

I would like to endrose the objective of S. 2700 to provide for a veterans' outreach program. It is important that every effort be made to get veterans to take advantage of the educational opportunities provided to them.

Many of the poorest veterans have been unable to take advantage of the existing veterans' programs because they only supplemented, rather than carried, the full cost of pursuing an education. While new and higher benefits that should be enacted will not completely solve this problem, they will make it possible for many more veterans, especially those with families to support in expensive large cities, to go to college.

The outreach program would provide a broader program of information to veterans leaving the service and a second opportunity to reach those who have already left the service without taking advantage of the veterans' educational programs.

All of the provisions for these proposed new programs should provide for the full participation of the U.S. Office of Education and the delegation of funds to it wherever it can help to avoid a duplication of effort wtih its programs.

Senator CRANSTON. Thank you very much for your very helpful testimony.

We will take account of the special problems that you touch upon and the counsel of the subcommittee will be glad to work with you seeing if we can deal with them in the legislation.

Are there any special problems that you foresee in relationship to any of the measures that would stem from the crowded and more or less capacity situation both in buildings and in student bodies and in faculties that could be handled in California?

Mr. CARMODY. There are always problems. One significant advantage of veterans is that they do come out and they are available to enter an institution throughout the year, and not necessarily just in September.

We do have special intake types of programs that can be operated, and these are more adaptable.

You also find normal attrition from the fall semester, and additional space is available in February in the semester system.

So that unlike the normal graduate from high school, many of the times when the capacity is not strained, there are times when veterans are available to enter the process, but other students coming out of the normal September to June programs are not.

Senator CRANSTON. I assume California may have a heavy proportion of veterans in comparison to other States. Partly that is because of the proximity to Vietnam.

Mr. CARMODY. I think California is at the top of the list with the number of military personnel there, and the number of veterans who expect to locate in California.

We have kept enrollment open all the way up to the final day of registration, so that veterans can apply at any time at any of our institutions and be admitted.

Senator CRANSTON. Good. The statistics show that there is a higher percentage of veterans in California going back to higher education than on a national average by a very significant degree.

Thank you very, very much. I appreciate your being with us. Give our regards to the chancellor.

Mr. CARMODY. Could I answer one question you asked about bearing a share of the costs?

If there is not a State appropriation, we cannot do it, so the ability to bear a share of the cost, plus the fact that our institutions are already highly subsidized, would probably mean that the program wouldn't exist, because there would be no appropriated funds to carry it on.

If there were a cost-sharing requirement, it would reduce the flexibility of the institution to engage in this program.

Senator CRANSTON. Do you think the figure of $150 is adequate?

Mr. CARMODY. I think so, because we are talking about the normal charges for extension services, and the amount of release time that a serviceman can get from his installation during the last year and the last 6 months probably isn't 100-percent full-time release for educational purposes, but something less than that.

Senator CRANSTON. Thank you very much.

In regard to two witnesses who were unable to be with us, if we get copies of what they would have said, then testimony will be placed in the record. I am referring to Joseph Cannon and Edmund Brown of California.

We will hold the record open for a few weeks so that those who could not appear may submit statements for the record. I also order other pertinent material submitted printed at this point.

(The material referred to follows:)

PREPARED STATEMENT OF MARVIN P. BUSBEE, LEGISLATIVE DIRECTOR, NATIONAL ASSOCIATION OF STATE APPROVING AGENCIES

Mr. Chairman, my name is Marvin P. Busbee, legislative director of the National Association of State Approving Agencies. I am also director of the Division of Veterans' Education, South Carolina State Department of Education, and have been in this division for the past 23 years. This statement is for the National Association of State Approving Agencies. This association, you may recall, is composed of employees of agencies established by executive order of the Governor of the State or by State law. Most of these agencies are within departments of education; however, they also include Governor's veterans' councils, veterans' service officers and other State agencies.

I consider it a distinct privilege to present this statement before this congressional committee and to record the wholehearted support of the National Association of State Approving Agencies. Since 1946, the members of our association have performed the functions of approving agencies as authorized by the original G.I. bill and subsequent legislation that provided educational assistance benefits for Korean conflict veterans and other eligible persons of deceased or disabled veterans and the newly enacted legislation for our "cold war" veterans. It has been our responsibility to approve courses and supervise the educational institutions and business establishments that have offered education and training to eligible persons.

S. 1088

It is necessary that I disqualify myself on this proposed act cited as the "Veterans Employment and Relocation Assistance Act of 1969." The disqualifying is brought about in that this legislation is not germane to our association.

S. 2506

This bill as originally amended by No. 105 would allow full-time allowances for veterans attending at least 12 semester credit hours per semester. The amendments provide that where such college or university certifies, upon the request of the Administrator, that full-time tuition is charged to all undergraduate students carrying a minimum of less than 14 semester credit hours or its equivalent, then such certified minimum shall be considered a full-time course.

A letter was written to each regional accediting agency requesting their opinion before the amendment (No. 105) was proposed. Letters were also written to the University of South Carolina and the South Carolina Commission of Higher

Education. Copies of these letters are attached, and I respectfully request that they be made a part of this statement.

You will note from these letters that there is a diversified opinion of this subject. Several points should be taken under consideration. The institutions contacted in this State charge full tuition for those persons taking as few as nine semester credit hours. The nine semester credit hours would most likely be an exception to the normal number of semester credit hours and generally is during the freshman year.

The other point of view is that normally 120 semester credit hours or more is required for graduation. The number of semester credit hours ranges normally from three per course to as high as five per course. This depends upon the degree that the student plans to attain and the degrees that require a great deal of laboratory work such as pharmacy, engineering, etc. as compared to the liberal art field.

With these ideas in mind, we have two distinct fields to regulate our thinking. The first is their unfairness to reduce a veteran's allowance when he must pay the same tuition as non-veterans that are taking less semester credit hours than the veteran.

The second field is that the veteran cannot possibly graduate in the 36 months of entitlement unless he takes at least an average of 15 semester credit hours or more per semester. This possibly could bring about partially educated veterans assuming they were financially unable to complete their course.

S. 2668

Currently, benefits are available on the secondary level or better. This precludes those who have not reached that level either by completion of elementary level or the level which is determined by testing. Most adult education programs use the testing method to determine the level and the student is placed in either the basic level or secondary level according to this score. Generally, they are allowed to advance as rapidly as they progress. It appears that these veterans below the secondary level should be allowed to further their education under the provisions of this legislation.

S. 2700

Again, I must disqualify myself as this legislation is not germane to our association. I do personally believe that this legislation could render a tremendous service to our veterans in receiving the information that is vitally needed by them in the benefits, services, educational and training opportunities and other purposes.

Mr. Chairman, I would like to take this opportunity to thank you for the opportunity of submitting this statement on behalf of our association.

COMMISSION ON INSTITUTIONS OF HIGHER EDUCATION

MIDDLE STATES ASSOCIATION
OF COLLEGES AND SECONDARY SCHOOLS,
New York, N.Y., July 22, 1969.

Mr. MARVIN P. BUSBEE,
Division of Veterans' Education,
Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: I have no comment on behalf of the Middle States Commission of Higher Education on Senate Bill 2506 and its reduction of the definition of credit hours for full time training. Twelve hours is frequently considered a full time load when distinctions are made between full time and part time students in academic programs.

Sincerely,

F. TAYLOR JONES.

UNIVERSITY OF SOUTH CAROLINA,
Columbia, S.C., July 29, 1969.

Mr. MARVIN P. BUSBEE,
Director, Division of Veterans' Education,
State Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: It has come to my attention that Senate Bill 2506 is under consideration at this time.

The minimum number of hours required for a baccalaureate degree from the University is 120 semester hours. A student is required to complete fifteen (15) hours per semester in order to complete the required hours for graduation. The College of Engineering and the College of Business Administration require 128 semester hours for graduation. The School of Pharmacy is a five year program. If a student takes less than fourteen (14) hours during any one semester, he will be unable to graduate on time.

I do not recommend any changes regarding the present formula for full time or part time veterans training.

Sincerely yours,

E. GLENN OVERTON,
Associate Director.

SOUTH CAROLINA COMMISSION ON HIGHER EDUCATION,
Columbia, S.C., July 25, 1969.

Mr. MARVIN P. BUSBEE,
Director, Division of Veterans' Education,
Department of Education,
Columbia, S.C.

DEAR MARVIN: Thank you for your letter of July 16 raising questions about the definition of a full-time student. My off-hand opinion is that to change the standard of a full-time student from 14 to 12 credit hours is not logical since the average college student takes from 15 to 18 hours of work. In point of fact, to take in four years the usual minimum of 120 hours will require 15 hours per semester.

I shall be glad to develop this subject further if you should desire.

With kindest personal regards.

Yours sincerely,

JAMES A. MORRIS.

SOUTHERN ASSOCIATION OF COLLEGES AND SCHOOLS,
Atlanta, Ga., July 22, 1969.

Mr. MARVIN P. BUSBEE,
Director, Division of Veterans' Education,
Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: Mr. Sweet has given me your letter concerning the designation of veterans full-time enrollment. It is our considered opinion that it would be the appropriate function of the institution and the Veterans Administration to inform the student of the parameter of his veteran's benefits. It has been our policy to avoid overinvolvement in matters of this sort, therefore we would express the hope that the Veterans Administration and the institution in which the veteran is enrolled would do all in their power to acquaint him with the best use of his educational training time.

Sincerely,

JOHN G. BARKER,
Associate Executive Secretary, Commission on Colleges.

WESTERN ASSOCIATION OF SCHOOLS AND COLLEGES,
Oakland, Calif., July 22, 1969.

Mr. MARVIN P. BUSBEE,
Director, Division of Veterans' Education,
Department of Education,
Columbia, S.C.

DEAR MR. BUSBEE: I am totally in favor of Senate Bill 2506 calling for a reduction in the number of credit hours from 14 to 12. For many students, particularly those with remedial problems or work schedules, 12 hours represents a very full load. Financial pressures tempt many of these students to take 14 hours or more, and the result can be a very superficial kind of education. I realize that a 12-hour load for eight semesters hardly adds up to 120 hours, but again I feel that the quality of the educational experience is more important than meeting a four-year time schedule, which is quite unrealistic for most students anyway.

Sincerely,

KAY J. ANDERSEN.

PREPARED STATEMENT OF JOSEPH F. CANNON, ACTING DIRECTOR, OFFICE OF VETERANS AFFAIRS, THE NATIONAL URBAN LEAGUE, INC.

The National Urban League and the Office of Veterans Affairs appreciates this invitation and the opportunity to submit a statement to the Senate Subcommittee on Veterans Affairs, Committee on Labor and Public Welfare, in an effort to add to its body of knowledge the information and evidence the League has accumulated over the years as experts in the areas with which the Subcommittee is now concerned.

The National Urban League is a professional community service organization founded in 1910 to secure equal opportunity for Negro citizens and other disadvantaged persons. It is non-partisan and interracial in its leadership and staff with local affiliates in 96 cities and the District of Columbia. Its national headquarters is in New York City where Mr. Whitney M. Young, Jr., serves as Executive Director.

A trained, professional staff conducts the day-to-day activities of the League, using the techniques and disciplines of social work in performing its services. The staff includes more than 800 paid employees whose operations are reinforced by some 8,000 volunteers applying expert knowledge and experience to the resolution of racial problems.

My name is Joseph F. Cannon. I am the Acting Director of the National Urban League's Office of Veterans Affairs, supervising the work of an assistant director and a staff specialist and coordinating the efforts of nine (9) Veterans Affairs Specialists who are staff members of local affiliates located in Los Angeles, San Francisco, Chicago, Detroit, New Orleans, Atlanta, Pittsburgh, New York City, and Washington, D.C. Our task is to assist as many Negro and other minority-group returning servicemen as possible in a total re-adjustment to civilian life. We do this in partnership with Federal, state and municipal agencies, as well as innumerable civic and business groups, utilizing the full resources of all Urban League affiliates and National program staff.

A unique feature of our program lies in the agreement that we have with the Department of Defense in that we receive basic personnel data on those emerging minority group servicemen who elect to participate in our program 90 to 120 days in advance of their separation date.

This gives us the capability to:

Correspond with the individual while he is still in the service;
Consolidate additional background information on the serviceman;
Determine his specific needs; and
Program him with a view to meeting his needs as rapidly as possible upon his release from the service.

Mr. Chairman, we previously presented oral testimony before this Subcommittee on Wednesday, June 25, 1969. At that time we discussed the general merits of selected provisions included in bills S. 338, S. 1998, S. 2361, and H.R. 6808. Now we come to share our views on selected provisions of S. 1088, S. 2506, S. 2668, and S. 2700. Now, as then, we support the concepts inbedded in the newly proposed legislation. And now, as then, we have noted several areas where we think the legislation could be expanded. Since we fully explained our basic program in our last contact with this Subcommittee, today's statement will be brief.

We support S. 2668 which in effect compliments S. 2361 with a slight, but significant change which permits refresher or deficiency courses for disadvantaged servicemen at the Nation's colleges and universities. This change represents an imaginative and constructive approach to the solution of a major problem for countless thousands of black veterans whose academic backgrounds currently prevents them from pursuing higher education or vocational training. While a few colleges now offer such refresher or deficiency courses on a pilot basis, there is a real need for the enactment of a bill which would provide this "helping hand" on a national scale. The bill would also provide for direct payment of expenses for refresher courses, counseling, tutorial or remedial assistance to veterans who are already enrolled in school. This provision could play a major role in reducing the drop-out rate of many veterans whose previous training was not the best.

Another feature of the bill would allow veterans who take non-credit, deficiency courses to count the credit hours for the purpose of receiving a full-time educational assistance allowance.

The PREP (predischarge education program) proposed in the bill is perhaps its greatest feature and we heartily support the proposal. There is not doubt that it will greatly increase the utilization of the GI bill, especially by those from disadvantaged communities. Any program which would involve the veteran in education or training programs prior to his discharge from military service will certainly encourage more of them to continue their education once separated from the service.

We would like to see predominantly Negro schools among those selected to provide this pre-discharge training since many black veterans not accustomed to the educational process might do better in schools especially tailored to their needs.

We now turn our attention to S. 2506, a bill to reduce the number of semester hours a veteran must carry in order to qualify for full-time benefits under chapter 34, title 38, of the U.S. Code. This bill is obviously related to S. 2668 and is a welcomed attempt to assure that more veterans will be able to receive maximum assistance payments under the G.I. Bill while continuing higher education. This means more money to help ease his family obligations while attending schools. Too many veterans have been forced to drop out of school because they had to work and study. Often the work hours prohibited a full-time course load, thus reducing the amount of money available to meet the needs peculiar to his particular environment. By reducing the minimum number of semester hours required for any eligible veterans to be considered enrolled in a full-time course from 14 to 12 hours, many veterans from disadvantaged backgrounds will be helped.

I suspect that the providing of more money for family support was not the primary reason for the introduction of the bill by Senator Cranston. We, nevertheless, view that as its most important feature. Having gone to school with G.I. assistance, I know from first-hand experience what this provision will mean.

The bill to provide for veterans outreach services to assist recently discharged veterans in obtaining benefits and services to which they are entitled obviously meets our approval and merits our support. That was the primary reason for the establishment of the National Urban League's Veterans Affairs Program—to assist recently discharged veterans obtain benefits and services to which they are entitled and which they need for a total re-adjustment to civilian life.

The existing outreach programs administered by the Veterans Administration are not broad enough to meet the needs of many discharged servicemen—especially those from disadvantaged environs who do not know how to work around the "system" or who do not have the tenacious initiative needed to seek out all available benefits. When the average serviceman is about to be discharged, he thinks about little else except returning to his home, and under these circumstances the "mini-briefings" given at separation centers are almost a waste of time.

We sorely need a vast network of one-stop service centers where the ex-serviceman can learn what benefits are available to him and where the full scope of services—from housing to health and from employment to education—can be provided. The pilot outreach centers established under the Johnson Administration have shown the validity of the concept. What is needed now is forthright Congressional direction leading to a national network of such centers.

The National Urban League has had two full years of experience in providing the type of counseling which would be given in outreach centers and could assist in developing this program.

Finally, Mr. Chairman, let me comment briefly on S. 1088, the bill which would assist veterans in obtaining jobs which require skills learned in military service and to provide financial assistance to relocate where such jobs are available. We know that countless thousands of servicemen enter civilian life with a dismal outlook for employment even though they were specialists in servicing and operating some of the most technical equipment known or performed other tasks requiring the highest levels of skills. We have often wondered why this experience is not considered valid for the purpose of entering into apprenticeship programs.

We would welcome the establishment of a Veterans Employment and Relocation Assistance Center, even though we have some reservations about placing the centers under the administration of the U.S. Employment and Training Service where other programs have not worked to the advantage of minority job seekers. The USETS already has a Veterans Employment Service with limited effectiveness in terms of its service to minority veterans.

The concept of a computerized job bank system appears to be practical, but there is some real doubt about its development for national operation in the near future.

In summary, Mr. Chairman, many of the provisions contained in the legislation you are now considering bear striking similarity to suggestions which the National Urban League has made previously. We trust that this is an indication that the Congress is willing to accept bold, innovative suggestions—departing with tradition in an effort to provide meaningful services to returning veterans. We have intentionally been telegraphic in this statement because we expressed our overall position on veteran legislation during the June 25th hearings of this Subcommittee. While we have been brief, we are more than willing to provide additional information on any specific programs upon request from the Subcommittee. Again, we thank you for the opportunity to express our opinions as specialist in the field of veterans affairs.

PREPARED STATEMENT OF CHARLES L. HUBER, NATIONAL DIRECTOR OF LEGISLATION, DISABLED AMERICAN VETERANS

Mr. Chairman and members of the subcommittee: On behalf of the Disabled American Veterans, I wish to express appreciation for the opportunity to present our views concerning the educational and training bill now before you for consideration.

In order to place our discussion of the pending proposals in proper perspective, we think it appropriate to recall that the DAV was founded on the principle that our government has a primary obligation to provide education and/or vocational training to veterans who have need of such training to restore employability lost by virtue of disease or injury incurred as a result of active service in the United States Armed Forces.

It is upon this basic policy that our reaction to the pending bills must necessarily be formed.

S. 2668

S. 2668, would amend chapter 34 of title 38, United States Code, to provide additional education and training assistance to veterans and provide for a predischarge education program.

The bill proposes to establish four new programs to provide special education and training assistance to veterans and "preveterans".

The basic purpose is to assist those from disadvantaged backgrounds who have academic deficiencies which prevent or hinder them from pursuing higher education or vocational training. To enter the "predischarge" educational program, a serviceman must have served on active duty not less than one full year, and must have 12 months or less active duty service remaining prior to the time he is expected to be discharged.

The bill would provide for direct payments, not to exceed $150 per month, to the educational institution on behalf of each eligible person. The program would be administered by the VA with coordination and consultation with the Secretary of Defense and the Commissioner of Education.

The bill would also provide payment of expenses associated with refresher courses, counseling, tutorial or remedial assistance to veterans already enrolled at educational institutions. Finally, the bill authorizes educational assistance allowances for college preparatory, refresher or academic deficiency courses in other than secondary schools.

We recognize, Mr. Chairman, that the proposals set forth in S. 2668 are inspired and motivated by a sincere desire to help others, particularly the less fortunate of our country.

The DAV has always held to the view that any man who served his country faithfully and honorably should—if he has the capacity to absorb it, the motivation to pursue it—be given every opportunity to advance himself, educationally, socially, and economically.

With respect to the bill under discussion, we are of the view that any educational assistance program available to persons on active military duty should properly be administered and underwritten exclusively by the Department of Defense.

The legislative history of the GI bill makes it clear that the educational benefits provided thereunder were intended to provide readjustment assistance and restore lost educational opportunities to those servicemen whose education was interrupted or impeded by reason of active service during a period of national emergency.

The provisions of S. 2668 advance a whole new concept in relation to veterans' educational benefits. As indicated earlier, the bill was designed to meet an urgent and most serious problem. However, to involve the VA in an Armed Forces program of the nature proposed in the bill, would set a precedent that may result in diluting the distinctive quality of the veterans' educational assistance program. Moreover, we think it important that the VA budget should not reflect any additional expenditures at a time when increased VA outlays might have an adverse effect upon pending legislation to provide improved benefits for the service-connected veteran, his dependents and survivors.

In our June 26, 1969, appearance before your Subcommittee, Mr. Chairman, we observed that "the DAV is constrained by National Convention mandate to oppose any intermingling of veterans' programs with other federal departments." This is what the bill proposes to do; and for this reason and the reasons expressed earlier, we cannot support S. 2668, as written.

S. 2700

S. 2700, would amend chapter 3 of title 38, United States Code, to provide for a Veterans' Out-reach Services Program. It would charge the Veterans' Administration with the obligation to seek out and offer a wide range of assistance to recently discharged veterans, especially to those who are educationally disadvantaged. The aim of the bill is to aid such veterans in obtaining the maximum benefits and services to which they may be entitled under federal, state or local governmental programs.

In carrying out the purposes of the bill, the Administrator of Veterans' Affairs would be required to provide all eligible veterans and eligible dependents out-reach services, including but not limited to:

1. Distributing full and complete information regarding all benefits and services to which the veteran or his dependents may be entitled under laws administered by the Veterans' Administration and other federal, state or local government agencies.
2. Arranging for and conducting personal interviews to advise the veteran of all benefits to which he may be entitled and the planning of individual programs of education, training or employment to aid the veteran in making a rapid economic and social adjustment to civilian life.
3. Providing job and other appropriate referrals and job placement assistance when indicated.
4. Providing social and other special services necessary to aid veterans in attaining maximum assistance from the benefits and services to which they are entitled.
5. Providing aid and assistance in the preparation and presentation of claims for benefits under any governmental program.
6. Maintaining full records of the out-reach services offered and conducting periodic follow-ups to determine the success of the assistance rendered.

The bill also specifically instructs the Veterans' Administration to locate the new Assistance Centers in areas where large numbers of educationally disadvantaged veterans reside, and requires that every effort be made to employ veterans for assignment to the Centers who reside in the community and have themselves received assistance from such centers.

The DAV would look with favor upon the expansion of the Veterans' Assistance Program and would approve of the establishment of the proposed Veterans' Assistance Centers—providing, of course, that additional funds are appropriated for this purpose.

We have grave reservations, however, concerning the emphasis placed upon the selection of sites for the location of the Centers and the qualifications of the employees to be assigned to them.

In the opinion of the Disabled American Veterans, the Veterans' Assistance Centers should be established in a location convenient to all veterans. It is also our feeling that the personnel assigned to them should not only have the ability to communicate with the educationally disadvantaged, but should have as well a broad experience concerning all benefits to which veterans may be entitled under laws passed by the Congress.

S. 2506

S. 2506 would reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under chapter 34 of title 38, United States Code.

Under present law, an eligible veteran must be taking a minimum of 14 semester hours or its equivalent, in order to qualify for a full-time educational assistance allowance while enrolled in an undergraduate college or university course.

The bill would make an exception to the present 14-hour requirement by providing that a full-time allowance may be paid to an eligible veteran enrolled at a school which certifies to the Administrator of Veterans' Affairs that all undergraduate students at that particular school are required to pay full-time tuition for the number of hours—or more—that the individual veteran is carrying.

Available information in this matter indicates that university and college curricula generally recognize the equivalent of 12 semester hours as a full course load, and that courses, normally, are offered on a three or four credit hour basis. It therefore follows that a veteran who must take a minimum of 14 hours to qualify for full-time benefits, and who takes four 3-hour courses, will likely find himself having to add another 3-hour course if he wishes to meet the VA 14-hour requirement. Obviously, this places an extreme burden upon the student that in all fairness should be avoided.

We believe the bill would strengthen the educational assistance program to the advantage of veterans and we would urge its passage.

S. 1088

S. 1088, the "Veterans' Employment and Relocation Assistance Act of 1969" is designed to help Vietnam veterans find job opportunities to match their skills and provide financial assistance where relocation is necessary.

The bill's primary objective is to assist veterans who would be returning to areas of high unemployment by directing them, with the assistance of local United States Employment Service offices, to other sections of the country where the skills and training they received while in military service are in need and would be utilized.

To carry out the relocation provision of the bill, the Veterans' Administration would pay the reasonable travel expenses of each veteran for whom a job interview has been arranged at a place other than his home area. If, after the interview, the veteran accepts employment, he would receive a "moving allowance", to include reasonable travel expenses for moving his family, his household goods, and the cost of lodging for a transitional period while he sought housing in his new location.

It has been reported that an Army base in the Washington, D.C., area, is having good success with its program "Project Transition" which, as you know, seeks to provide GIs who have one to six months left to serve, with counseling and academic and vocational training designed to help them land a job.

Reports also indicate that since 24 percent of all returning veterans have not completed high school, the "equivalency" courses are well-attended, especially by Negro soldiers. Forty-seven of the first 208 Transition Participants were enrolled in the high school completion course.

Transition counselors at the Army base are routing almost every drop-out they interview into these classes on the theory that a high school equivalency certificate will significantly improve his chances of getting a job.

It is further reported that the weakest spot in Transition is "job placement". Pentagon officials believe that a man completing his tour of military duty is willing to move far for a good job.

If local Transition officials are to capitalize on this mobility, however, they must have ready access to complete and current knowledge on job openings throughout the country. The information generally available is often less than satisfactory.

Section 2104 of S. 1088 contains a provision which would help resolve this particular problem. It would require the United States Employment Service of the Department of Labor to establish a national relocation center for the compiling and matching of employment opportunities throughout the country with the skills of individual veterans. This proposed plan is most desirable, for there has, indeed, been a long-time need for a central activity of this nature.

We believe, however, that if the bill is favorably considered by the Subcommittee, it should be amended to require the U.S. Department of Labor to make the payments for all relocation expenses or allowances enumerated in section 2107(a) and (b) of the bill.

The Department of Labor already administers and finances employment programs for veterans. Examples are: "Unemployment Compensation" and "The Manpower Retraining Programs".

In its present form, S. 1088, would require the VA to finance the cost of the proposed program. This could—as pointed out earlier with respect to S. 2668—have an adverse effect upon existing and proposed programs for the service-connected veteran and his dependents. Nevertheless, we think the bill has substantial merit, that it is sound in purpose and principle, and we would have no objection to its passage if the amendment proposed above is adopted.

It is the feeling of the DAV that in many instances the major thrust of government efforts should be aimed at more job training and other programs to break job barriers and open the way for ever-wider advancement for the disadvantaged in key jobs in the trades, the crafts and in businesses. By today's standards, the crafts and trades offer a considerable degree of economic security. We believe this approach in many cases would be more meaningful than the proposal to push the elementary or high school drop-out into a college environment where his chances of success are extremely dubious.

In closing, Mr. Chairman, I want to express again our appreciation for giving us the opportunity to present our views in these important matters.

PREPARED STATEMENT OF VICTOR V. MILLER, NATIONAL COMMANDER, VETERANS OF WORLD WAR I, U.S.A., INC.

Although the primary purpose of the Veterans of World War I, U.S.A., is to work on behalf of the welfare of the World War I veterans and their dependents, we are also interested in the welfare of all persons who have answered this nation's call to arms during time of war and national emergencies.

We believe that it is commendable that Congress has seen fit to enact a GI Bill which includes educational and other readjustment benefits for returning servicemen. We only regret that such benefits were not available for the World War I veteran upon his release from service in 1918. Had such educational opportunities been available to the World War I veteran, then I am sure that today they as a group would be in a much better financial condition and therefore not be in such dire need of the pension benefits which we are now seeking.

There is no question but that money spent today to assist the returning Vietnam veteran to pursue his education will pay dividends to this nation and the individual veterans in the years to come. We therefore support S. 2506 as we believe that it will be beneficial to the Vietnam veteran in assisting him in obtaining an education and therefore, hopefully, will help prevent him in his elderly years from being in the financial need the World War I veteran finds himself in now.

AMVETS NATIONAL HEADQUARTERS,
Washington, D.C., August 7, 1969.

Senator ALAN CRANSTON,
Chairman, Subcommittee on Veterans Affairs of the Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR SENATOR CRANSTON: AMVETS support and urge the enactment of S. 2668 to amend Chapter 34 of Title 38, United States Code, to provide additional education and training assistance to veterans, and to provide for a predischarge education program; S. 2700 to amend Chapter 3 of Title 38, U.S. Code, in order to provide for a veterans outreach services program in the Veterans Administration to assist eligible veterans, especially those recently separated, in applying for and obtaining benefits and services to which they are entitled, and education, training, and employment, and for other purposes; and S. 2506. to reduce the number of semester hours that a veteran must carry at an institutional undergraduate course offered by a college or university in order to qualify for full-time benefits under Chapter 34 of Title 38, U.S. Code.

In regard to S. 1088, AMVETS are pleased that the need for veterans job placement has finally become apparent. We have consistently supported and urged the Congress in the direction of employment for veterans. We bring your attention to an experimental employment bank referred to as "The Baltimore Plan." It is expected that this plan will be expanded to thirty cities, and that further development is in the drawing board stage.

A network of Veterans' Employment Representatives now exists throughout the nation (in every state), working closely with State Employment Security Commissions, urging job opportunity for veterans—not only just returned veterans, but also others who are in need of such service. We feel the concept of S. 1088 is commendable, but we would prefer strong financial support for the existing employment programs under the Department of Labor.

Sincerely yours,

RALPH J. ROSSIGNUOLO,
National Legislative Director.

UNIVERSITY OF CALIFORNIA,
Berkeley, Calif., August 12, 1969.

Hon. ALAN CRANSTON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR. Thank you for sending us a copy of S. 2668, your bill to strengthen the educational benefits of the G.I. Bill. We share your deep concern over the much lower rate at which Vietnam veterans are utilizing their educational benefits as contrasted with World War II and Korean veterans.

Your measure, I believe, is sensitive to one of the basic problems we have encountered, namely, that many Vietnam veterans require some additional education before they are fully prepared for college and university work. By including remedial courses as part of the program that qualifies a person for full G.I. benefits, the bill provides a most helpful measure of support.

The proposed predischarge educational program is an equally imaginative proposal. Supporting the educational aspirations of servicemen while they are still in the armed forces should go a long way in preparing them for more rapid entry into higher education after discharge. An additional benefit, I think, will be the attitude of those servicemen involving themselves in the PREP program. If many—or even some—of those who had not considered higher education prior to induction can become committed while in the service, you will have provided a critical benefit for them and society through the PREP program.

While I think that S. 2668 may leave a number of problems unsolved, there is no question that it moves in the right direction. I hope we can look for passage during this or the next session of Congress.

Yours sincerely,

CHARLES J. HITCH,
President.

The University of Utah,
Salt Lake City, July 29, 1969.

Hon. **Alan M. Cranston,**
U.S. Senate,
Washington, D.C.

Dear Senator Cranston: From Circular letter #20 (July 17, 1969) of the National Association of State Universities and Land-Grant Colleges, I have learned of your introduction of S. 2506 to lower the definition of a full-time student under the Cold War GI Bill from 14 to 12 credit hours per term.

Most colleges and universities in the United States—including the University of Utah—have been adhering for many years to 12 credit hours per term as the minimum study load of a full-time undergraduate student. I earnestly hope that S. 2506 will receive favorable consideration in the current session of Congress.

Very truly yours,

J. Boyer Jarvis,
Dean.

National Association of Collegiate Veterans, Inc.,
Morgantown, W. Va., August 8, 1969.

Senator **Alan Cranston,**
Chairman, Senate Subcommittee on Veterans' Affairs,
Washington, D.C.

Dear Senator Cranston: I am sorry I will be unable to appear before your subcommittee in its final hearings on educational bills. Since I will be unable to attend I would like to offer the views of the National Association of Collegiate Veterans on some of the bills pending before your subcommittee in this letter. These views are as follows.

S. 1088. "Veterans' Employment and Relocation Assistance Act of 1969." We feel this is a much needed assistance to the veteran returning to civilian life. This as we view it would be an extension of the existing veterans' employment office which has been operating on very limited funding. This will only be as successful if the necessary funds are allocated to such a program once passed by Congress.

S. 2506. An amended reduction of the number of semester hours a veteran must carry to qualify for full-time benefits. This is a bill which the National Association of Collegiate Veterans feels should be urgently passed by Congress. The present requirement for a full-time student under the existing "Cold War" G.I. Bill of Rights differs from the requirements of colleges and universities throughout the United States. This bill would permit a veteran to receive full-time educational assistance based on the regulation of the college he is attending. We urge urgent passage of S. 2506 as amended.

S. 2668. To provide additional education and training assistance to veterans and to provide for a predischarge education program. The National Association of Collegiate Veterans supports this bill and any bill which would provide additional educational training for the citizens of this great Nation of ours, especially veterans. We are pleased to see this bill would be handled solely by the Administrator of Veterans' Affairs after consultation with the Commissioner of Education. We urge passage of S. 2668 and would recommend title 38 be amended further to include benefits for a veteran to finish his elementary education under the "Cold War" G.I. Bill of Rights without charge to any period of entitlement he may be eligible for.

S. 2700. A bill to provide for a veterans outreach services program in the Veterans Administration. Our interpretation of this bill is an extension of the Veterans Administration in order to provide the needed assistance of today's veteran. I was very opposed to the closing of the V.A. offices throughout the United States. I feel one of the reasons for the low participation rate of veterans using their educational benefits is directly correlated to the lack of these V.A. offices where the veteran may receive information and help on his benefits. The N.A.C.V. supports this bill and any bill which would provide for additional V.A. offices, provided Congress will authorize the necessary funds for such operations.

S. 338. To provide an increase to educational benefits under title 38. Presently before your committee is a bill (H.R. 11959 as amended) which was recently passed by the House of Representatives. The provisions of this bill are better than no increase at all, but the National Association of Collegiate Veterans feels the increases in H.R. 11959 are inadequate when one considers the cost of going to college now. We, therefore, support S. 338 as amended and hope that the Senate will take urgent action on this bill because these increases are needed today.

In closing, I realize that the administration has requested a delay on the bills pending before Congress as they relate to benefits for the Veterans. I hope that Congress will realize the passage of the pending bills are needed by today's veteran and will take urgent action on said bills, especially S. 338 and S. 2506 because the National Association of Collegiate Veterans strongly believes in an educated nation.

We appreciate your assistance as chairman of a subcommittee which we feel should be a Committee of the Senate.

Sorry I was unable to attend the hearing.

Thanking you, I am,

Sincerely yours,

JAC R. FOWLER, *National President.*

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., September 24, 1969.

Hon. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: When I appeared before your Subcommittee on June 24, 1969, I stated that we intended to study those provisions of H.R. 6808, 91st Congress, which proposed to pay educational assistance allowances under both the new GI bill and the dependents educational assistance program in the case of persons pursuing education in the Republic of the Philippines at a rate in Philippine pesos equivalent to $0.50 for each dollar, and that we intended to furnish our views in the supplemental report.

These provisions (subsections 2(e) and 3(d) of H.R. 6808) would provide that eligible veterans or persons pursuing a program of education in the Republic of the Philippines would be paid an educational assistance allowance at a rate in Philippine pesos equivalent to $0.50 for each dollar. This formula is currently applicable to educational assistance for the children of Philippine Commonwealth Army veterans, including recognized guerrilla forces, and for children of "new" Philippine Scouts. It resulted from the deliberations of the Joint Philippine-United States Commission for the Study of Philippine Veterans Problems, in 1966. During the past few years it has proved to be a satisfactory and realistic formula in the area where it is applicable. Currently, however, veterans of the United States Armed Forces, including the "old" Philippine Scouts, and the children, wives, and widows of deceased or permanently and totally disabled veterans of the United States Armed Forces are paid at the full rate in dollars as provided in chapters 34 and 35 of title 38, as applicable.

While the subject provisions of H.R. 6808 would apply to all eligible veterans and persons pursuing a program of education in the Republic of the Philippines, of necessity the largest affected group would be Philippine nationals with service in the Armed Forces of the United States, or their dependents. The Congress has historically considered service by Filipino veterans in the Armed Forces of the United States as being on the same basis as that of American veterans and has always provided the same benefits for them. Since these veterans served in the United States Armed Forces instead of the Philippine Commonwealth Army or "new" Philippine Scouts, we believe that this equality of treatment is proper.

Therefore, in view of the foregoing, we cannot recommend favorable consideration of subsections 2(e) and 3(d) of H.R. 6808 by your Committee.

We are advised by the Bureau of the Budget that there is no objection from the standpoint of the Administration's program to the presentation of this report.

Sincerely,

DONALD E. JOHNSON, *Administrator.*

VETERANS' ADMINISTRATION,
OFFICE OF THE ADMINISTRATOR OF VETERANS' AFFAIRS,
Washington, D.C., September 25, 1969.

Hon. ALAN CRANSTON,
Chairman, Subcommittee on Veterans' Affairs, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in further reference to your letter of August 12, 1969, enclosing a letter from Mr. Charles F. Hanna, Chief of the Department of Industrial Relations, Division of Apprenticeship Standards, State of California, opposing section 4 of H.R. 6808, 91st Congress, pending before your Subcommittee. You requested our comments on the points raised in the letter from Mr. Hanna.

Section 4 of H.R. 6808 would amend section 1772 of chapter 36 of title 38, United States Code, by adding a new subsection (c) which provides that in the case of programs of apprenticeship where the standards have been approved by the Secretary of Labor pursuant to section 50a of title 29, United States Code, as a national apprenticeship program for operation in more than one State, and the training establishment is a carrier directly engaged in interstate commerce which provides such training in more than one State, the Administrator would act as a State approving agency for the approval of all such programs.

The Veterans Administration did not sponsor this proposed change in the current law. The provision was placed in the bill by the House Committee on Veterans' Affairs. The report of the Committee gives the following example:

"... a railroad line having an apprenticeship program for machinists. The line operates between Chicago and San Francisco. The terms and conditions of apprenticeship are identical in each of the States through which the railroad line runs. It is possible that an apprentice will pursue his program in more than one State. Under the proposed amendment, the Administrator would act as a State approving agency for such an apprenticeship program for the entire line."

It is obvious that a procedure for national approval would be beneficial for a training establishment in the transportation industry where training is conducted in several States and could possibly lessen their administrative burden and thereby encourage greater participation in the program. Such a procedure might also prove beneficial to the veteran trainee by assuring him that his training would be consistent and that there would be no interruptions when he is transferred from one State to another.

We do not believe that section 4 of H.R. 6808 would materially interfere with the current authority of the various State Apprenticeship Counsels within their respective States. Their experience in the matter of apprenticeship programs would undoubtedly continue to be used in many instances under the proposed law. It is contemplated that once apprenticeship training programs have been approved by the Veterans Administration, the State approving agencies in the respective States on a reimbursement basis will be given responsibility for supervising the on-going programs. The enforcement of apprenticeship standards as published by the Secretary of Labor pursuant to section 50a of title 29, United States Code, would be adhered to on a national basis by the training establishments.

It is significant to note that all educational institutions and training establishments are bound by the provisions of title VI of the Civil Rights Act of 1964 (Public Law 88-352) and thus prohibited from discriminating on the basis of race, color, or national origin. Moreover, it would appear that the common carrier, as would be the case with any other employer, would have to meet the requirements of State nondiscrimination laws in order to operate in that State, irrespective of the approval function.

Should section 4 of H.R. 6808 be enacted, the Veterans Administration, within its present staffing pattern, would be capable of administering the law and the few applicable cases.

It is hoped that this information will be helpful to you in considering the matter.

Sincerely,

FRANK B. RHODES,
Deputy Administrator
(In the absence of
Donald E. Johnson, Administrator).

Senator **CRANSTON**. These hearings are now recessed subject to the call of the Chair.

As I indicated in my opening remarks, the subcommittee will now take up these and other pending bills in September after the recess.

Thank you all very much.

(Whereupon, at 12:30 p.m., the subcommittee adjourned subject to the call of the Chair.)

○